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A STUDY EVALUATING PERSONNEL POLICIES WHICH ENHANCE OR INHIBIT --ETC(U)
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A STUDY EVALUATING PERSONNEL
POLICIES WHICH ENHANCE OR INHIBIT MID-CAREER
CHANGES AND MOTIVATION OF MID-LEVEL ARMY CIVILIANS.

9 Study project rept.,
by

10 Mr. David A. Pyle
DAC



US ARMY WAR COLLEGE, CARLISLE BARRACKS, PA 17013

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an occupational, geographical or organizational change that could revitalize their careers and improve the organization's effectiveness.

The study finds that the most formidable barriers to mid-career change are line managers' insistence on highly specialized experience in the specific functional area and careerists' low interest in geographic mobility for reassignment and promotion. The study also provides information to careerists on how to change at mid-career.

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USAWC MILITARY STUDIES PROGRAM PAPER

A STUDY EVALUATING PERSONNEL
POLICIES WHICH ENHANCE OR INHIBIT MID-CAREER
CHANGES AND MOTIVATION OF MID-LEVEL ARMY CIVILIANS

INDIVIDUAL STUDY PROJECT

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8 JUNE 1979

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FOREWORD

Progress is impossible without change; and those who cannot change their minds cannot change anything.--
George Bernard Shaw

For the first time this year, the US Army War College required all its students to engage in a self-assessment program to examine their overall goals for life, family and career as a step toward planning their War College year.

Out of my self-assessment exercise came a career plan for the next 15 years with several options. One of the options was continuation of my present career within the Manpower and Force Management career field. A second option involved an occupational series change based on new interests in civilian personnel career development and a third involved a totally new department/agency, environment, and geographic location. Also came the realization that the Federal personnel policies might not facilitate such changes and that any individual embarking on such a change would meet with these and other formidable obstacles. The investigation of how difficult or easy it would be to pursue these options became one of the challenges of this research project.

The literature search produced many examples of both men and women in the private sector who successfully switched occupations at mid-career. Also, a fair number of behavioral science research studies on the psychological, social and biological aspects of social development of the adult worker were found.

But what about the public sector and especially the Federal government managers and careerists? What are their views on mid-career change? Little published information could be found with respect to the mid-career issues in the public sector.

This researcher soon learned that talking to careerists about mid-career change is more popular than nuclear energy or gas rationing. Most have, at one time or another, seriously considered quitting their jobs and embarking on a new and exotic career. But surprisingly few have been successful in making such a change.

Some careerists who have dared to try something new based on a new interest or who have redirected their career building on their strengths, have found themselves rebuffed by Civilian Personnel Offices and line managers on the grounds that they lack highly specialized experience and related training. It is as if a careerist wakes up one day to find a four-digit occupational classification code stamped on his forehead and each time he is considered for a job outside his specialty, the hiring official tends to reject him based on his lack of experience rather than on his potential. A relatively few careerists are successful in breaking out of their occupation at mid-career.

Purpose

The purpose of the study is: to evaluate civilian personnel policies and other factors which facilitate or impede mid-career occupational change for mid-level Department of the Army civilians; provide career planning information for those careerists who may

feel too narrowly specialized or hopelessly trapped; and to provide the line managers and personnel officers with some insight into mid-career issues as they affect Army professional civilians.

Acknowledgements

Appreciation is expressed for the interviews granted by the Army's Functional Chief Representatives, Career Program Managers, and the Career Program Administrators and for the information they provided on career program policies and practices, and their perception on mid-career change issues.

I am indebted to the following key policy officials at the Office of Personnel Management for their insights into the intent of Federal personnel policy: Raymond Jacobson, Assistant Director, Office of Policy Analysis; Paul A. Katz, Chief of the Occupational Standards Branch; Francis W. Masterson, Chief of the Training Policy Division; and Sally H. Greenberg, Associate Director, Executive Personnel and Management Development.

Much encouragement and information was received from Dr. Laurie A. Braedling of the Navy Personnel Research and Development Command and her associate, Dr. Robert F. Morrison.

The Office of the Deputy, Chief of Staff for Personnel provided considerable help in testing the interview questions and providing data on the career programs. My thanks go to Tom Brison, Conrad Lacy, and George Thielhorn.

Also appreciated was the general support obtained from John E. Perry, the Civilian Personnel Officer of Carlisle Barracks and Mrs. Ethel M. Denkovich of the US Army War College for assistance in obtaining publications through the Inter-Library Loan system.

I would welcome any comments or reaction to this Study. I can be reached on (703) OX-7-3084, AUTOVON 227-3084 or by writing to HQDA, DAPE-ZXM, The Pentagon, Room 2D-717, Washington, D C 20310.

DAVID A. PYLE

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CHAPTER I

INTRODUCTION

Without work all life goes rotten. But when work
is soulless, life stifles and dies.

Albert Camus

BACKGROUND

The decade of the 1970s brought with it concerns for the quality of life, increased personal freedom and mobility and a large measure of economic instability. The concerns for Equal Employment Opportunity, the entry of large numbers of women into the work force and the increasing educational level of employees are trends which are having significant impact on the traditional employee-employer relationships.

More often now, civilians at mid-career are expressing dissatisfaction with rigid, authoritarian work structures and are becoming impatient with employers who do not fully utilize their capabilities. Rather than accepting the inevitability of the traditional lock-in notion of an unsatisfying work life, employees are now inclined to more actively seek ways to free themselves through the acquisition of second careers which better fulfill their total personal, family and professional needs.

There appears to be increasing interest in mid-career change involving self-initiated Career Life Planning. Additionally, management is at last recognizing, with the help of social science and psychological research, the upheavals associated with mid-life

crises, and the impact on productivity and motivation.

Popular interest in the subject began with John W. Gardner's Self Renewal (1964) which supports cultivating the traits of self-development, self-knowledge, courage to fail, love and motivation. When these aspects of our lives are well developed, successful renewal is able to germinate and grow. Ten years later Gail Sheehy, with her best seller Passages (1974), popularized the notion that the crises of adult life are predictable transitions experienced by most men and women.

The 1973 survey, The Changing Success Ethic, conducted by the American Management Association's Management Research Group, offers further evidence of changing career expectations.¹ In general, the survey confirms a trend away from financial, material and other forms of tangible rewards as a measure of personal success in favor of "greater job satisfaction" as a principal objective in the career-related sector. The report indicated that only 55% of all middle managers believed their companies provided adequate opportunities for personal and professional growth and that 35% of the 2800 plus respondents indicated there was an occupational field other than business management in which they would rather be engaged. Nearly 44% of the middle managers surveyed envisioned an alternate career for themselves and 70% expected to search for a way to make a career change in the foreseeable future.

Within the Federal work force one would expect similar trends toward mid-career redirection, especially within the Defense Department where there has been a steady employment drawdown, grade

reductions and base closures. Whether or not professional members of the work force feel under-utilized and disillusioned with the prospects of having to remain in narrowly specialized jobs until retirement or whether they can break out with the help of enlightened personnel policies will be central questions investigated by this study.

STATEMENT OF THE PROBLEM

While the Federal personnel management system implies great opportunities for civilian career development, it is hypothesized that most professionals reach the GS-13 level early in their careers (5-10 years) without experiencing the horizontal development experiences which are relatively easy to acquire. Furthermore, at mid-career (ages 30-50) they find themselves locked into one agency where they remain until retirement. If these conditions hold it is then an issue whether present personnel policies facilitate broadening experiences at mid-career or whether other factors work to counter that intent. It is suspected that careerists at the GS 13-15 level will encounter formidable barriers in identifying and qualifying for new occupations which are more in tune with their developing skills, knowledges and abilities.

METHODOLOGY

The information that supports the conclusions and recommendations was obtained from senior officials of the Office of Personnel Management, Office of Secretary of Defense, Headquarters Department

of the Army, and from a few Federal careerists who have made occupational changes at mid-career.

The general approach was to size down the problem by focusing on Army professional careerists at the GS 13-15 level in three general administrative type career programs; Civilian Personnel Administration, Manpower and Force Management, and Comptroller and Cost Analysis (hereinafter referred to as Personnel, Manpower and Comptroller). It was judged that there would be more data available from the much studied career programs. However, the professionals participating in the career programs represent a favored group over the many careerists who do not have a career program. Because of this, one might expect to find a higher educational level and fewer career problems than with the rest of the professional population. Likewise other Federal agencies outside the Defense Department do not have formal career programs like the Army's. In those agencies career development is left to the initiative and imagination of the individual/ according to some of the career changers interviewed.

Four different methods were used to collect data. First, a literature search was conducted employing the library facilities of the US Army War College, including its access to several automated information retrieval systems; the Library of the Office of Personnel Management; the Defense Documentation Center; the Service's personnel research organizations for behavioral sciences; and General Accounting Office Reports. Second, semi-structured questions were developed for interviewing the three Functional Chiefs' Representatives (managers),

five career Program Managers (advisors), and three Career Program Administrators (personnel specialists). Third, a questionnaire was developed and sent to several mid-career changers. Considerable difficulty was encountered in finding careerists at the GS 13-15 level who had changed careers or occupations after reaching those levels. A few career changers were located through a Washington, DC consulting firm, Life Management Services, Inc., McLean, Virginia and the Office of Personnel Management.

Finally, the civilian personnel information systems for US Department of Army, Department of Defense, and Office of Personnel Management were queried for longitudinal and other trend data which might provide some factual basis for determining the extent of occupational, geographic, organizational and functional mobility, retirement trends, etc. In all instances, except for demographic information, the automated civilian personnel information systems were unable to provide relevant work-force longitudinal and trend data over the past 5 or 10 years.

RELIABILITY

The three career programs studied are typical of the Army's 22 career programs and account for 25% of the career population.

The sample of mid-level career changers was neither large nor broadly based enough to draw any reliable conclusions. However, some of the comments and information obtained provided useful insight into the problems from the perspective of those who experienced mid-career change at the GS 13 and above level.

While no attempt should be made to draw any conclusions about other federal careerists who are not registered in career programs, the general findings should hold for many of the approximately 72,000 civilians who are participating in Army career programs since the same policies and procedures apply.

Other limiting factors are that no major Army command career program managers were interviewed and only three of the five Comptroller Career Program Managers (no Cost Analysis, or Finance and Accounting) were interviewed.

ASSUMPTIONS

Any human resource planning and development system must attempt to match the needs of the organization with those of the individual.²

The personnel management system shares responsibility for career development along with the careerist.

Work, family and self concerns interact strongly within individuals throughout their career.

Breadth as well as depth of administrative experience is desirable and should be promoted for both managerial and political reasons.³ Managers need to develop a system-wide perspective if the bureaucracy is to be politically responsive.

DEFINITIONS

Career: An orderly and systematic progression of jobs within a given occupation throughout the entire life history of the person leading upward usually to some desired position of responsibility

and challenge. A career in the Federal Government often includes more than one occupational series classification and there are identifiable lines of advancement. In this sense, a career is considered a profession.

Occupational career change: Any move from one civil service position classification series to another.

Mid-career: Careerists will reach mid-career generally between 30 and 50 years of age with 10 to 20 years of work experience. The rationale for both age and experience is the recognition that some careerists enter Federal Service after graduation from high school at age 18, some after college at age 20, some after graduate school at age 28, and some after work experience and education at age 35. The most typical would be a professional who entered at age 25, reached mid-career at age 40, and retired at age 55 with 30 years service.

Career pattern: The pathways in a given career field through which a careerist can move in progressing to the highest level for which he/she is qualified, and upon which individual career plans can be based.

Career plan: The individual and predetermined course established by and for each careerist for progression in his/her chosen career field.

Career appraisal: The method for evaluating a careerist in terms of his/her (1) career potential, (2) career incentive and (4) training and development needs. Job performance is evaluated by another procedure called Performance Appraisal.

Functional Chief: The official at the Service level designated to assume Service-wide responsibility and leadership for planning, developing and administering career programs supporting the function or mission for which he/she has primary Service-wide responsibility (e.g., Comptroller of the Army for Army financial management career program).

CHAPTER I

FOOTNOTES

1. Richard J. Leider, "Why a Second Career?", The Personnel Administrator, March-April 1974, p. 41.
2. Edgar H. Schein, Career Dynamics: Matching Individual and Organization Needs. (Reading, Mass: Addison-Wesley, 1978), p. 17.
3. Lloyd G. Nigro and Kenneth J. Meier, "Executive Mobility in the Federal Service: A Career Perspective," Public Administration Review, May-June 1975, p. 291.

CHAPTER II

REVIEW OF LITERATURE ON MID-CAREER CHANGE

The itch to switch careers has become a fact of modern mid-life. Changing over without dropping out is easiest for those with transferable skills.¹

Warren Boroson

WHAT IS MID-CAREER CHANGE?

Middle age (35+) is no longer just a period of abandoned hopes and preparation for old age. It has become a period when men and women develop new options and make changes in their lives and work which will provide new sources of satisfaction and meaning.²

The popular press has sensationalized people who have made substantive shifts in their careers during mid-life. Some call it the Gauguin syndrome (after the 19th century French stockbroker who abruptly quit his job and left for Tahiti to paint every day).

A more up-to-date example is cited by Warren Boroson who writes about Michael Blume, 39, who quit his job as a computer designer for Honeywell to become a self-employed picture-frame maker in Boston. He talked his employers into letting him work four days a week so he could make the transition to his new craft. He reports about the same income but a 100% increase in satisfaction.³

The Michael Blumes are quite unusual and rare. The more common practice is go off in a less wrenching direction where it is possible to transfer some old skills to the new job. Examples would

include the former President of Indiana University, Elvis J. Stahr, who became President of the National Audubon Society or the Long Island policeman who became a professor in forensics at a local community college without having to go back to school.

Occupational change within the Federal government is not as free wheeling or dramatic as found in the private sector. The careerist has more invested in his career and hence more to lose, perhaps. Within the DOD white-collar work force, there are some 350 occupational specialties, some quite narrow and some very broad. There are occupational classifications and qualification standards prescribed for each specialty and grade level which the private sector employees do not have. Career changers must contend with the procedures and regulations governing employment that are not found in the private sector.

Occupational change can be defined as moving from one occupational series to another. A career field may include only one or up to seven occupational specialties.

Redirection can be described in terms of the symbolic number of degrees of shift it represents from the original job.⁴ An example of a 15° career-related change would be a Position Classification Specialist (GS 221) who moves to a Staffing Specialist job (GS 212) all within the Civilian Personnel career field. An example of a greater change (about 45°) would be a Position Classification Specialist who switches from the Civilian Personnel career field to a Management Analyst, GS 343, in the Manpower and Force Management

career field. A Management Analyst who shifted to Budget Analyst (GS 560) would be closer to a 90° shift and a Management Analyst who changed careers to become a Research Psychologist (GS 180) would be an example of a 180° change because of the degree requirement.

While occupational series change is fairly common and encouraged up to GS 12, it is less frequent in grades GS 13-15. When it does happen at mid-level, the careerist is usually on a generalist career track and moving from a specialist area to become a manager.

One example is Sally H. Greenberg, Associate Director, Executive Personnel and Management Development, Office of Personnel Management. She began her career as a Research Psychologist, GS 180, with the US Civil Service Commission and moved to Health, Education and Welfare and then to the predecessor of the US Army Research Institute for Behavioral and Social Sciences. At mid-career she moved back to the USCSC, a lateral transfer at the GS-13 level from the Psychology series to a General Administration series, GS 301. She was promoted to the GS 301-14 level and then to Personnel Management Staff Officer position at GS 201-15. She has since been promoted and is now classified as a Program Manager, GS 340.

Mid-career change generally involves occupational or functional change of some magnitude. As used here, it does not mean continuing in the same functional area in the same organization. For some, mid-career change means returning to graduate school on full- or part-time basis in pursuit of a second career totally different from the first in a newly emerging area of specialization. For others it can mean a redirection to a related career field in preparation for a substantial upward movement as a manager/executive. Or it could be

learning a new functional area of the same general career field.

Mid-career change can be good for the organization as well as the employee. Many corporations, not wanting to lose good workers, encourage employees to apply for any staff openings for which they consider themselves qualified. Another more dramatic way to develop a change is to think up something your organization isn't doing but should be doing and then create a new career for yourself by doing it. Several large corporations like General Electric are providing career life-planning assistance to their executives

An important aspect of mid-career change is the threat of obsolescence or the "degree to which organizational professionals lack the up-to-date knowledge or skills necessary to maintain effective performance in either their current or future work roles."⁵

Kaufman reported several surveys that found obsolescence to be a serious problem for technical professionals and less of a problem for managers. Professionals with high intellectual ability and self-motivation were less likely to experience obsolescence, as were more flexible individuals. Effective personnel policies, such as selection for long-range needs, good assessment and testing, and career counseling were recommended by Kaufman for resisting obsolescence.

A useful measure for estimating the need for updating is the half-life concept.⁶ Dean Gordon S. Brown of Massachusetts Institute of Technology first used this concept to express the degree of obsolescence of knowledge: the half-life is defined as the period of time after completion of formal education when approximately half

of what a professional has learned is no longer applicable. For example, the half-life of the 1940 engineering graduate was 12 years, in 1970 it had shrunk to 5 years.

Department of the Army careerists are not immune to the need for maintaining competence using concepts, theories, practices and points of view in their own fields of specialization. At mid-career, however, varying factors interfere with the attainment of the goal such as "do not have the time," "job does not demand more education," "family priorities" and "no rewards for getting an additional degree."

In summary, the objective of mid-career change should be to revitalize one's career through personal growth and satisfaction from both life and work. To some it may mean a different job in the same career field, for others a second career at age 40 and for others, a new avocation or educational experience.

CAREER DEVELOPMENT PERSPECTIVE

The temptation is to view mid-career change entirely from the perspective of the individual careerist. No greater mistake could be made. Management considerations are equally important. Organizations are dependent on the performance of their people and people are dependent on an organization to provide jobs and career opportunities.⁷ The key is for organizations and people to match their needs so that both benefit throughout their entire life cycles.

Edgar Schein of the Massachusetts Institute of Technology

describes the dimensions of the career development as problems of:

- Improving individual career planning and helping people who are caught in difficult work situations to cope more effectively.
- Improving the matching process at all stages of the career so that early, mid and late career crises can be dealt with more effectively by both the organization and the individuals caught in these crises.
- Obsolescence, demotivation and leveling off which occur in mid and late career.
- Problem of maintaining the productivity and motivation of all those employees who are individual contributors and who are not motivated toward climbing the organization ladder.

CAREER MOBILITY IN THE ARMY

The subject of movement of individuals from position to position has been of great interest to the Administration, Congress, and those concerned with the management of manpower. Most studies that have been done in this area, however, have related to the private sector. The few studies that have been done of the Federal service have focused on the GS 15 executives and supergrades. A few categories of mobility include:

Geographical Mobility. The term "mobility," when used without qualification, most often refers to movement from one geographical area to another. Such movement may be from a command headquarters to a field location, or vice versa, or it may be movement between two field locations. To the Army civilian it can mean movement outside the United States.

Occupational Mobility. Any significant change in the kind of

work performed could come under the heading of occupational mobility.

Two distinctions should be drawn in terms of degree of change:

- Major occupational change which requires substantially different qualifications, as in the case of a Management Analyst who obtains a degree in mathematics and begins a new career as an Operations Research Analyst. The careerist would have to change his or her classification series.

- Related occupational change in which the required qualifications and skills are an extension of those of the previous occupation. An example might be a Management Analyst who becomes a Personnel Staff Officer or Budget Analyst.

Organizational Mobility. Another common use of the term "mobility" is to refer to movement from one organization to another. This type of movement can also be categorized in terms of the extent of the change:

- Movement within or between the Major Army Commands and the Headquarters Staffs. This movement can be in either direction.
- Movement from one Army Agency to a DOD Agency.
- Movement between major subdivisions of an Army Agency to other Federal Agencies or Departments.
- Movement between installations of a Major Army Command.

Role Mobility. Positions differ not only in their subject-matter content but in the role or roles the incumbent is expected to play. Jobs at lower levels of responsibility are commonly single-role

in nature--the individual functions as an instructor, or as an individual researcher, or as a performer in a line function but not as all three at one time. Jobs at higher levels, while in some cases also monofunctional, are more likely to combine a variety of roles in a single position. A manager may sometimes be an instructor and at other times a supervisor; he or she may also do some things as an individual worker, but may also serve as a technical advisor to top management, and as a director of a line program. In most multi-role positions, however, one or two of the roles are dominant.⁸

Both temporary and permanent moves can occur under each of these types of mobility. Furthermore, the four categories are not to be regarded as mutually exclusive; a single job move might entail a variety of types of mobility. For example, an individual who moves from a Department of Army Headquarters to the Office of Personnel Management and from a position as Management Analyst, to a Comptroller, has in one move undergone geographic, organizational, occupational and role mobility.

STAGES AND TASKS OF THE CAREER CYCLE

Until recently little research focused on the development and socialization in the main adult years. The temptation has been to believe the growth and development are greatest up to age 6 and then plateau after age 18.

The first pure theory of occupational choice , which permits the individual to actualize both his interests and his talents, is credited to Ginsburg, Axelrad and Herma (1951). Ginsberg, et al conceived of vocational development as an irreversible process, comprising a series of compromises between the individual's wishes and his possibilities over three clearly marked periods ending about age 22.⁹

Researchers have begun to identify the major developmental stages that all people go through in some form or other. These transitions or "passages" reflect particularly difficult life tasks (Erickson, 1959; Levinson, et al, 1974; Gould, 1972, 1975; Vaillant and MacArthur, 1972; Vaillant, 1977).¹⁰ Daniel Levinson, et al, stages are:

<u>Age</u>	<u>Stages in Life</u>
28-32	Transitional Period between Getting into the Adult World(GIAW) and Settling Down(SD)
30s-Early 40s	SD: Seek order, stability, security, control. Unrealistic Occupational Goals.
35-39	Becoming One's Own Man: A time of peaking; a desperate desire to be affirmed by society in roles one values most.
38-Mid-40s	Mid-life Transition: A turning point or boundary between two periods of greater stability.
Mid-40s	The Beginning of Middle Adulthood: A period of Restabilization.

Dr. Daniel J. Levinson of Yale University has been working on a theory of adult psychological development in men for the past 11 years. His work deals with the development of the individual life in the broadest sense, encompassing personality and occupational development. He gives major emphasis to the period called the Mid-Life Transition.¹¹

Another important development is the new evidence to support that there are different kinds of intelligence and that some kinds of intelligence stabilize or grow with age--giving new reason for managers to support developmental activities at mid-career.¹²

Schein (1978) has integrated research findings on the main adult developmental transition into a workable framework that has relevance to managers and career development practitioners. He portrays this information in a matrix of stages, roles and tasks which abstract careerists experience in a variety of occupations. The issues to be confronted at each stage are described in detail at Figure 1, pages 20 and 21.

MID-CAREER CRISIS

The fact that nearly every achievement-motivated, career-oriented individual faces mid-career crises usually between the ages 35 and 50, has been well documented in recent years.¹³ Careerists get depressed and discouraged, run out of gas, and lose motivation. Their jobs no longer excite them, they feel trapped in organizations or in careers from which there is no escape.

Stages	General Issues to be Confronted	Specific Tasks
4. <i>Full membership in early career</i> (age 17-30) (Roles: new but full member)	<p>1. Accepting the responsibility and successfully discharging the duties associated with first formal assignment</p> <p>2. Developing and displaying special skills and expertise to lay the groundwork for promotion or lateral career growth into other areas</p> <p>3. Balancing own needs for independence with organizational restrictions and requirements for a period of subordination and dependence</p> <p>4. Deciding whether to remain in the organization or to seek a better match between own needs and organizational constraints and opportunities</p>	<p>1. Perform effectively and learn how things are done, to improve</p> <p>2. Accept partial responsibility</p> <p>3. Accept subordinate status and learn how to get along with the boss and ones' peers</p> <p>4. Develop initiative and realistic level of aggressiveness within the limits of the job, to show full commitment</p> <p>5. Find a mentor, sponsor</p> <p>6. Reassess original decision to pursue this type of work in terms of own talents and values and in terms of opportunities and constraints in the organization</p> <p>7. Prepare for long-range commitments and a period of maximum contribution or for a move to a new job or organization</p> <p>8. Deal with feeling of success or failure in the first job</p>
5. <i>Full membership, midcareer</i> (age 25+) (Roles: full member, tenured member, life member, supervisor, manager) (person may)	<p>1. Choosing a speciality and deciding how committed to become to it vs. moving toward being a generalist and/or toward management</p> <p>2. Remaining technically competent and con-</p>	<p>1. Gain a measure of independence</p> <p>2. Develop one's own standards of performance and confidence in one's own decisions</p> <p>3. Carefully assess own motives, talents, and con-</p>

Stages	General Issues to be Confronted	Specific Tasks
4. <i>Full membership in early career</i> (age 17-30) (Roles: new but full member)	<p>1. Accepting the responsibility and successfully discharging the duties associated with first formal assignment</p> <p>2. Developing and displaying special skills and expertise to lay the groundwork for promotion or lateral career growth into other areas</p> <p>3. Balancing own needs for independence with organizational restrictions and requirements for a period of subordination and dependence</p> <p>4. Deciding whether to remain in the organization or to seek a better match between own needs and organizational constraints and opportunities</p>	<p>1. Continue to learn in one's chosen area of specialization (or management)</p> <p>3. Establishing a clear identity in the organization, becoming visible</p> <p>4. Accepting higher levels of responsibility, including that for the work of others as well as one's own</p> <p>5. Becoming a productive person in the occupation</p> <p>6. Developing one's long-range career plan in terms of ambitions, type of progress sought, targets against which to measure progress, etc.</p> <p>7. Deal with feelings of failure if performance is poor, tenure is denied, or challenge is lost</p>
5. <i>Full membership, midcareer</i> (age 25+) (Roles: full member, tenured member, life member, supervisor, manager) (person may)	<p>1. Choosing a speciality and deciding how committed to become to it vs. moving toward being a generalist and/or toward management</p> <p>2. Remaining technically competent and con-</p>	<p>1. Major reassessment of one's progress relative to one's ambitions forcing decisions to level off, change careers, or forge ahead to new and higher challenges</p> <p>2. Assess realistically the implications for one's future of one's career anchor</p> <p>3. Make specific choices about accepting the present or working for whatever future is visualized</p> <p>4. Work out new accommodations with family around the specific choices made</p>
6. <i>Midcareer crisis</i> (age 35-45)	<p>1. Major reassessment of one's progress relative to one's ambitions forcing decisions to level off, change careers, or forge ahead to new and higher challenges</p> <p>2. Assessing one's career</p> <p>3. Deciding how important work and one's career are to be in one's total life</p>	<p>1. Become aware of one's career anchor—one's talents, motives, and values (see Chapter 10)</p> <p>2. Assess realistically the implications for one's future of one's career anchor</p> <p>3. Make specific choices about accepting the present or working for whatever future is visualized</p> <p>4. Work out new accommodations with family around the specific choices made</p>

Figure 1

Stages	General Issues to be Confronted	Specific Tasks	Age Ranges	General Issues to be Confronted	Specific Tasks
7.A. Late career in nonleadership role (age 40 to retirement)	<p>4. Meeting one's own needs to become a mentor to others</p> <p>1. Becoming a mentor, learning to influence, guide, direct, and be responsible for others (Roles: key member, individual contributor or member of management, good contributor or deadwood (many people stay in this stage))</p>	<p>5. Work out mentoring relationships with others</p> <p>1. How to remain technically competent or how to learn to substitute wisdom based on experience for immediate technical skills</p> <p>2. Broadening of interests and skills based on experience</p> <p>3. Deepening of skills if decision is to pursue a technical or functional career</p> <p>4. Taking on more areas of responsibility if decision is to pursue general-management role</p>	<p>thought of as "late" in career) (Roles: general manager, officer, senior partner, internal entrepreneur, senior staff)</p>	<p>and to influence broadly rather than making day-to-day decisions or supervising closely</p> <p>3. Selecting and developing key subordinates</p> <p>4. Developing broad perspective, long-range time horizons, and realistic appraisal of the role of the organization in society</p> <p>5. Learning how to sell ideas if in individual contributor or internal entrepreneur role</p>	<p>2. How to handle organizational secrets and resources responsibly</p> <p>3. Learn to handle high-level political situations both inside and at the organization/environment boundary</p> <p>4. Learn how to balance continued high commitment to career with needs of family, especially spouse</p> <p>5. Learn how to handle high levels of responsibility and power without becoming paralyzed or emotionally upset</p>
7.B. Late career in leadership role (may be achieved at early age, but would still be	<p>4. How to learn to make effective decisions in a political environment</p> <p>5. How to deal with the competitiveness and aggression of younger persons "on the way up"</p> <p>5. Accepting reduced influence and challenge if decision is to level off and seek growth outside of career or work</p> <p>6. How to deal with mid-life crisis and the empty-nest problem at home</p> <p>7. How to prepare for senior leadership roles</p>	<p>1. Learning to accept reduced levels of power, responsibility, and centrality</p> <p>2. Learning to accept and develop new roles based on declining competence and motivation</p> <p>3. Learning to manage a life that is less dominated by work</p>	<p>1. Learning to accept reduced levels of power, responsibility, and centrality (age 40 until retirement; different people start decline at different ages)</p>	<p>1. How to find new sources of satisfaction in hobbies, family, social and community activities, part-time work, etc.</p> <p>2. Learn how to live more closely with spouse</p> <p>3. Assess total career and prepare for retirement</p>	<p>Passage Out of the Organization or Occupation</p> <p>9. Retirement</p> <p>1. Adjusting to more drastic changes in lifestyle, role, standard of living</p> <p>2. Using one's accumulated experience and wisdom on behalf of others in various senior roles</p>

Figure 1 (cont.)

Then, there are the family problems; adolescents put new kinds of demands on their parents; they are less willing to move and wives returning to work place new demands on husbands.

One Army manager asked: How come I never experienced a mid-career crisis? He implied he had really missed something! Many managers experience the crises without recognizing what was happening to them, and both the individual and the organization have suffered. Others make satisfying shifts in their careers and their life styles and continue to grow.

Douglas Hall identified the following physiological, attitudinal, occupational, and family changes that tend to occur in mid-life:¹⁴

Awareness of advancing age and awareness of death;

Awareness of physical aging;

Awareness of how many career goals have been attained or will be attained;

Search for new life goals or reaffirmation of present goals;

Marked change in family relationships (for example, children growing up, changes in spouse);

Change in work relationships (for example, no longer a "comer," now "the boss");

Growing sense of obsolescence; and

Decreased job mobility.

No one really knows where the middle of career or life is.

Each individual comes upon it a different age. Taylor says that you have reached the middle years if you can remember when:¹⁵

- Air was clean and sex was dirty.
- Cars had running boards.
- All movies were rated G.

The major symptoms of mid-career crises were reviewed with the Functional Chief Representatives (FCRs)--work dissatisfaction, early retirements, conflict between work and preferred life style, boredom, restlessness, depression, hostility, and withdrawal. All FCRs responded that they perceived no evidence that Army careerists were afflicted by mid-career crisis. One responded that he saw some restlessness due to the salary erosion by inflation and another cited infrequency of promotions. However, two of the five Career Program Managers, who are somewhat closer to the careerists, did respond that mid-career crisis is a problem in the Army just as it is in most large organizations.

The research findings suggest that the middle years are particularly stressful, more so than other periods. The middle years appear to carry with them a period of personal reappraisal in which the individual compares his performance in relation to his idealized goals. Rogers found that 80% of American executives who reach "middle life" experience a personal crisis which often results in personality problems.¹⁶ Coupled with organizational stresses due to the endemic understaffing at Headquarters, Department of the Army, one would expect to find a significant number of instances of mid-career crises in the 35 to 45 age years.

A major implication of the mid-life crisis may well be for the management development experts. It would seem that middle managers could benefit from some training in how to deal with all types

of stress. Also because biological, social, and occupational changes are occurring, careerists should be encouraged to make major reassessment of their progress toward career, family and personal objectives. Depending on how the issues are handled, the mid-career period can present a problem or a challenge to the careerist and the organization. Such a reexamination can be a useful motivator and open up and expand life quality and potential.

SECOND CAREERS

There are no second acts in American lives.

F. Scott Fitzgerald

Career patterns are changing and the "second career," not so long ago regarded as atypical and fairly unusual, is becoming increasingly recognized as a way of corporate life.¹⁷ Modes of work and life styles that were acceptable in the past are increasingly felt as oppressive. Studies by Sheppard and Herrick (1974)¹⁸ show for many individuals the quality of job is as important and, after reaching a certain level of income and security, even more important than increases in pay.

There are many reasons for this trend. The first is the increasing rate of change in our society which makes some work obsolete and creates new occupations. Another is that people are living longer and desiring not to retire completely when they reach age 65. A 40-year work life is becoming more prevalent and many workers are unwilling to remain in highly specialized jobs for that length of time. For the many people in the work force with a high

general education in low level jobs, a career change can be an avenue toward self-actualization and job satisfaction.

Generally people want to get out of jobs that are monotonous, repetitive and overcontrolled and isolated from interaction with others.

During the adult life cycle ages 35-50, personal priorities often shift so that the career and the life style it requires becomes less appealing. One Career Program Manager said that most of his "zingers" (most highly productive) were between ages 35-45.

In the Federal government there is virtually no information or data with respect to the numbers of individuals who have qualified for a second career in the Federal government or who have left to prepare a second career outside the government. Second-career training for air traffic controllers no longer able to perform their highly specialized duties was tried and discontinued because of the expense, \$370,000 per Controller and the low percentage, 7%, who would use the program to begin second careers.¹⁹

It is submitted that large, complex organizations like the Army could help solve the stagnation problem by encouraging second-career opportunities on the outside for those individuals over age 40 who have the desire and the interest. The Army could provide facilitative experiences such as workshops, counseling, leave without pay, and assessment assistance, etc. The movement of individuals out should provide more promotional opportunities for those whose motivation is high and contribute toward revitalizing the work force.

MID-CAREER MANAGERS

By working faithfully eight hours a day,
you may eventually get to be a boss and work
twelve hours a day.

Robert Frost

Over 20 years ago, the Bell System launched what is perhaps the most exhaustive longitudinal study of executive lives and careers ever undertaken.²⁰ This research project, called the Management Progress Study (1957), has recently begun examining the characteristics of a group of managers who are now middle-aged and in mid-career. At the beginning 274 college graduate management trainees went through an elaborate three-day management assessment center. After 20 years they underwent a quite different assessment that focused on mid-career issues and the problems and challenges of mid-life. About 76% of the men in the MPS (later expanded to 472) had reached the middle management level or higher after 20 years.

The findings, which are preliminary (only 80 college graduates have reached the 20-year mark), have important implications for Army Executive Development programs.

- A characteristic of successful managers is that they have greater intellectual ability than do less successful ones.
- Two key ingredients of managerial performance stand out: administrative skills, including planning and organizing ability and decision-making; and inter personal skills, particularly those having to do with leadership.
- The more successful managers are more motivated to use the capabilities they have. They are highly involved in their jobs and rate their careers as one of the most important things in life.

- Successful managers are rather indifferent to friendships (though casual observation often reveals outward sociability) and they are aggressively hostile.
- The successful middle manager is achievement-oriented, hostile, independent and unaffiliative not because he is a successful manager, but because he is a middle-aged manager.
- Less successful managers showed a substantial increase in non-work themes with time, perhaps because they did not find as many rewards in the world of work.

Reporting on the Management Progress Study Mary Ardito²¹ cites the following quotation from Douglas W. Bray:

"We are beginning to realize that their (college graduates) performance and progress had more to do with the kind of people they were and the aptitudes they had shown on the initial assessment, than with any job-related experience, including rotational assignments. The men gained in knowledge of the business, but their basic management abilities showed little development as a result of working in varied job assignments."

"There have been some changes in the men's motivation and values"; says Bray. "For instance, these managers are not exactly dying to get ahead."

While the motivation to get ahead has dropped, the desire to do a difficult job well and to make difficult decisions has gone up.

As the managers became mature and experienced, they felt a growing need to be in charge of their work lives. Getting along with people became less important; being your own person became much more important.

Also findings in more work-related areas show that while rotational assignments are valuable in teaching a manager the business and in appraising management potential, such assignments don't necessarily improve a person's managerial or administrative skills.

"What this is really telling us," says Bray, "is that it's pretty much a waste to spend money on management

development programs for people who don't show potential. You're much better off spending your money and putting your efforts into those people with high potential."

"By the time a person is 21, he or she is already formed. Given favorable conditions including good assignments and good supervision, it's the persons' capabilities and motivation--what they bring with them when they come with us, rather than what happens after they get here, or what we can do for them that count most."

Implications for Army management include the importance of early, initial selection through such devices as assessment centers; and that general life developmental changes do take place. One difficult challenge for management is to provide assignments and situations that can lead to achievement satisfaction when opportunities for advancement may not be available.

WHY ARMY MANAGERS SHOULD BE CONCERNED

There is some evidence that a minimum of 20 to 30% of the elite professional civilian cadre are less effective and motivated than they could be and pose an obstacle to the effective functioning of their organization. In the 1979 Office of Personnel Management/Army Survey of the Management of the Career Program, between 20 to 25% responded that they frequently think about quitting their jobs. The 1979 General Accounting Study of Military and Civilian Managers of Defense Manpower reported that civilian managers have a more negative view of their jobs and organizations than military managers. Forty-seven percent of the Army civilians responded, -- Never or Occasionally to the question: Does opportunity exist for advancement and innovation?

A HumRRO Study in July 1978 prepared for ODS (MRA&L) discussed the impact of low separation rates (less than two percent of DOD professional and administrative employees GS 11+ at mid-career (ages 30-54) resign voluntarily from DOD each year) and the plateau effect on productivity of civilians.²² (See Table 1, page

Less than 5% of the GS 11+ population of about 170,000 are now at the level of GS 15 above. The great majority of this population will never reach the GS 15 level. They will in fact plateau at GS levels ranging from GS 11 to GS 14 during mid-career, and will remain at one of these levels until retirement. Thus a very large body of DOD civilian workers now exists, and will continue to exist in the future whose careers will plateau at the lower or mid-management levels. These employees will tend to spend anywhere from 5 to 20 years in their highest level position.

There is currently very little explicit effort devoted to programs designed specifically to enhance the continuing or improved productivity and to continuing revitalization of this body of employees. The plateaued worker has few incentives to improve his performance.

It should be the explicit responsibility of DOD management to provide programs for the continued rejuvenation of this numerically significant and critically important sector of the work force.

The past 10-year employment drawdown environment within DOD has been adversely impacting on the GS 13-15 careerists for several years. Manpower space and civilian grade reductions coupled with increased workload at Headquarters throughout the Army, and increasing age level trends, and low organizational, occupational, and geographic mobility rates are factors which are contributing toward greater career stagnation, especially among the careerists who are not covered by career programs.

FY77 - DOD Male GS-11+ Administrative and Professional Employees with 5-29 Years Length of Service - Separation by Cause

N = 126,377

<u>Separation Cause</u>	<u>% of N</u>
Retirement (Disability Retirement)	1.3 (0.6)
Resignation	1.0
<u>Separations, Terminations,</u> <u>LWOPs*, Deaths, Etc.</u>	0.9 (0.3) (0.3)
Total Separation Rate	3.2

*Leave without pay in excess of 30 days

Table 1

One of the significant contributors to the career stagnation problem at mid-level is the Civil Service Retirement System. It is designed to encourage and reward careerists for longevity at a time when there is little growth of the size of federal government and many departments are declining in employment. According to Edwin C. Hustead, Chief Actuary of the Civil Service Retirement and Disability System, there is no hard evidence of a Federal trend toward earlier retirement and that most members who retire wait until they can retire on full annuity at age 55 and 30 years of creditable service. Also he verified that it is generally financially more advantageous for an employee who reaches age 40 with about 15 years service to leave his contribution in the system.²³ So if an employee stays until age 40, he will probably continue to retirement. Moreover, once the careerist attains normal retirement eligibility management has no influence over retirement decisions even after the employee reaches age 70 so long as performance is acceptable. It would appear wise for top management to encourage early or optimal retirement programs to relieve the problem.

Another important fact reported by McGonigal is that approximately two-thirds of the GS 16-18 work force essentially is composed of careerists who started their careers with the Government at age 25 or less.²⁴ Most upward movement comes from within the ranks (90%) and lateral entry is limited (less than 1% for GS 13-15).

Army human resource managers have reason to be concerned with the career development of its "home grown" executives.

Only when career management systems are successful will both the organization and the individual benefit--the organization from effective use of well-developed professionals, and the individual from a rewarding and challenging professional career.

CHAPTER II

FOOTNOTES

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CHAPTER III

EVALUATION OF SELECTED PERSONNEL POLICIES

GENERAL

Paul S. Katz, Chief of the Occupational Standards Branch, Office of Personnel Management (OPM) stressed that agency/departmental management systems greatly affect the implementation of the OPM Federal personnel policies.¹ In some cases managers may elect to interpret the X-118 Occupational Qualification Standards in a rigid manner so as to reject a qualified candidate on a technicality because there are other management reasons why it does not want to hire the particular individual. On the other hand, another manager may loosely interpret or bend the standard to be able to qualify a particular individual he feels can do the job best. The ultimate intent is to hire an individual who has the ability to do the job. So from the employee's viewpoint the qualification standard could be viewed as an inhibitor, just as the manager could view the standard as an inhibitor if he were not able to hire an individual he judged qualified.

FACILITATORS OF MID-CAREER CHANGE

Executive Development/High Potential

It is Army policy to provide appropriate training and developmental opportunities for civilian executives and managers and to identify employees with high potential for executive and management

jobs and provide relevant management training.² Regular developmental assignments are provided under an established career progression plan, a planned training/work experience which entails an official assignment to a different position for the purpose of broadening the individual knowledges, skills and abilities relating to technical or managerial activities within a given function. This includes planned lateral movement of qualified individuals across occupational or organizational lines consistent with broad career patterns (profiles) in established programs.³

Key management positions (normally GS 13 or higher) such as Comptroller or Deputy or Civilian Personnel Officer generally require that careerists move across occupational lines within their career fields.⁴ Unfortunately, not all career programs have multiple occupational series.

One Functional Chief's Representative opposes any general movement between the career fields such as Personnel, Manpower and Comptroller at the GS 13 and above level. Yet increasingly, personnel in these career fields must know a great deal about how their respective systems interface. In fact the new Deputy Chief of Staff for Resource Management (DCSRM) organizations and some major Army commands (MACOM) place the manpower careerist in daily interface with Program Analysts and Budget Analysts. In key staff management jobs the mid-level managers have to know the Planning, Programming, Budgeting system to a degree that only experience in a programming position can provide.

The Army's practice for identifying high potential managers is probably less effective than it should be. Under current practice

some career programs like the Manpower treat most GS 13+ positions as key while other more established programs like Civilian Personnel have communicated specific criteria to the careerist. The new Civil Service Reform legislation will provide a one-year probationary period and at least give the organization a chance to try a candidate out. What is really needed, however, is an assessment center for selecting candidates for key management jobs similar to the one used by the Bell System. Early identification of the potential manager is now possible and the Army could improve its organizational effectiveness if it used assessment center technology.

Lateral Reassignments

Lateral reassessments for GS 15s and senior executives within or between career programs for developmental purposes are a major feature in Army career management.⁵ Lateral movement within career programs in multiple career fields takes place but there is little or no movement between the career fields according to officials and careerists interviewed. Moreover, at the GS 13 and 14 levels, there is no assurance individual careerists will be selected for a developmental lateral assignment when and where he needs it. There are examples of well-qualified careerists who receive outstanding performance ratings and high skill, knowledge aptitude performance appraisals who are likely never to be given the opportunity for an organizational, geographical or functional move because at the present time the competition is so great. One Career Program Manager reported that there was a feeling of complete futility on the part of his careerists about the whole SKAP appraisal process in his functional area.

Training Agreements/Job Rotation and Exchange

All careerists should become familiar with the DOD-wide Training Agreement for Rotational Assignment for Development of Key Personnel in DOD at annex D. The agreement makes possible the assignment of GS 9-18 careerists across functional DOD component and Federal agency lines for periods of six months up to three years in duration. The agreement encourages planned rotational assignments and cross-training and development for key personnel at the middle levels. The assignments are to be designed to provide an appreciation and understanding of operations in operationally or occupationally related functions.

For example, a Management Analyst GS 343-14 in the Manpower career program who had no experience in civilian personnel could, under the existing policy, become qualified as an Employee Development Officer GS 235-14 under the accelerated training in a period of 18 months or one-half the three years of required OPM Handbook X118 specialist experience.

Yet the data obtained from the Career Program Administrator at annex B, page 136, shows that no training agreements are presently being used in the Manpower and Comptroller career fields and only two in the Civilian Personnel area.

Civilian Career Program Fellowships

The new Fellowship program at annex E is a clear indication that there is a problem of narrow, stovepipe specialization within

the Army career programs in some functional areas.

An illustration of the narrow specialization problem is the establishment of a separate Army career program for the Equal Opportunity Occupation, GS 160, apart from the civilian personnel career field. The need to broaden these specialists through cross training in the civilian personnel functions and then to expose them to line management problems is apparent to the Civilian Personnel Administrator and Functional Chief's Representative. Careerists become so highly specialized over a number of years in the same functional area that they lose touch with the rapidly changing environment and new developments within their career field and become noncompetitive for moves into related areas.

The new Fellowship program provides a way for the "high potential" GS 12-14 level careerist to break out of his narrow specialized background and obtain a developmental broadening assignment for 12-18 month periods at no cost to the agency to which assigned (manpower spaces will be provided). Training plans and mobility agreements will be assigned but the careerist's geographic mobility need only be that consistent with the careerist's stated availability and MACOM and DA requirements.

This program is designed for careerists who have limited backgrounds which fall short of the career patterns desired for Headquarters Department of the Army (HQDA) staff and Major Army Command (MACOM) HQ staffs or careerists who have worked too long in the Civilian Appellate Review Agency, Equal Employment Opportunity Programs, auditing jobs, force accounting, etc.

INHIBITORS OF MID-CAREER CHANGE

Specialized Qualification Standards

Many careerists perceive the OPMS Handbook X-118 Specialized Experience standards as inhibiting at the mid-level range. The qualification standards describe the minimum experience and training requirements for each grade level of positions in a given series. The perception is based largely on management's past experience with operating personnel offices whose personnel technicians will cite the requirement for three years of general and three years of specialized experience required for lateral entry at the GS 13, 14 or 15 level into a related occupation like Position Classification Specialist, Budget Analyst, or Program Analyst. How one ever gets the necessary qualifying specialized experience is a problem of considerable magnitude.

Few careerists know about the General Amendment, page 8, dated July 1978 to the OPM Handbook X-118 which authorizes agencies to accept closely related experience in filling administrative, professional, and technical positions when the total background of the individual demonstrates strong affirmative evidence that he:

- possesses full journeyman knowledge or professional competence in the occupation in which the job is classified
and
- has the necessary level of skills, knowledges, and abilities needed to do the work.

What this means is that a Management Analyst (Manpower), GS 12,

who has been a Position Classification Specialist, GS 221-11, can apply his experience as a Management Analyst, GS 12, to meet the one year of specialized experience at the next lower grade to qualify for the, GS 13, Supervisory Position Classifier's job.

Also a Management Analyst (Manpower), GS 14, who has been a Position Classification Specialist GS 221-11 can apply his experience requirements for a Personnel Officer, GS 201-14, provided that the lateral reassignment is made under an executive development agreement as provided in the Federal Personnel Manual, Chapter 412, subchapter 2.

A Management Analyst, GS 13, however cannot qualify for a GS 13 Research Psychologist without obtaining a degree in Psychology plus a Ph.D. which local management usually specifies. If he is a high quality graduate student, he may qualify for a GS 11 level job. If a GS 13 or 14 Management Analyst in the Manpower career program had a strong desire at mid-career to work on some applied research study projects at the US Army Research Institute for Behavioral and Social Sciences (ARI) to improve the Army's civilian personnel and manpower system, he or she could qualify for a Research Management Analyst position, GS 343-13/14. However, while personnel policies are facilitative, it is highly unlikely for example that the management of ARI would approve such a career change since the personnel hired are mainly Ph.D.s in the behavioral sciences fields. Anyone else would probably be considered unqualified and be politely encouraged to go out and obtain a Ph.D. and then come back, according to operating personnel staffing specialists interviewed.

Government Employee's Training Act of 1958

The law specifies certain controls over non-government training which inhibit agencies from encouraging some mid-career occupational change. Training may not be given solely for the purpose of obtaining an academic degree in order to qualify for appointment to a particular position for which the academic degree is the basic requirement.⁶ However, an employee can obtain a degree as an incidental matter when the training is needed to service governmental needs.

One new development under the Civil Service Reform Act will allow an agency to train any employee for placement in another agency, if the head of the agency determines that the employee will otherwise be separated under conditions which would entitle the employee to severance pay.⁷ While this new policy is facilitative, it is only being done for people who are being separated under no fault of their own. A more positive approach would be to loosen up the regulation to permit some employee-initiated mid-career change by authorizing and funding employees non-government training to work on advanced degrees on their own time at local universities. It would be an excellent way to revitalize and motivate the career force in a positive way, without being too costly.

Generally, this review has found Federal and Army personnel policies more facilitative than inhibiting for mid-career changers who are persistent and who understand the purpose and intent of the policies. On the other hand, there is no question that agency

management has much latitude in the interpretation and application of these policies to achieve their desired objectives. This latitude of interpretation is not always exercised in a way which is compatible with the best interests of the employee and therefore perceived as inhibiting.

Finally, the civilian personnel policies as a whole are mainly facilitative only for the few high potential, managerial employees, who are encouraged to develop themselves. The present policies are not facilitative and tend to discourage the majority of specialist personnel to make any mid-career change. Career programs tend to become parochial in their interests and do not favor much lateral entry from outside their community.

CHAPTER III

FOOTNOTES

1. Interview with Paul S. Katz, Chief of the Occupational Standards Branch, Office of Personnel Management, Washington, DC, 20 March 1979.
2. US Department of the Army, Civilian Personnel Regulation, CPR 412, Executive Development, para 3-5, p. 1.
3. Ibid., para 3-8g, p. 2.
4. Ibid., para 4-1a, p. 1.
5. US Department of the Army, Civilian Personnel Regulation, CPR 950-1, para 7-6a, p. 50.
6. Office of Personnel Management, Federal Personnel Management Supplement 990-1, Sec. 4101, para (4).
7. US Laws, Public Law 89-554, September 6, 1966, 80 Stat. 433; amended, Pub. L. 95-454, 92 Stat. 1146, October 13, 1978, 5 USC 4103, p. 161.

CHAPTER IV

THE PRINCIPAL BARRIERS TO MID-CAREER CHANGE

There is no obstacle that one cannot overcome,
for the obstacle is only there for the sake of
the willing, and in reality there are no
obstacles save in the spirit.

Hasidic Saying

GENERAL

Mid-careerists will find voluntary occupational change within DOD difficult to highly unlikely according to managers of the career programs (see annex A, item 7, page 123). The barriers encountered are not always in personnel offices and generally center around the individual careerist or management vested interests.

INDIVIDUALS

Lack of Geographic Mobility

The careerist's reluctance to move to career enhancing jobs when it requires a geographic move is perceived by the Functional Chiefs' Representatives in Manpower and Comptrollership as a most formidable barrier (see annex A, item 8, page 123). Fernandez found that age is the most important variable in mobility behavior.¹ Peak mobility is found in the mid-twenties and declines into the fifties. After the mid-fifties mobility increases moderately with age. Professionals are found to be more mobile than other occupations at younger ages.

Marital status proves a good indicator of mobility, showing higher mobility rates for divorced, separated and widowed respondents than for married. Families with school children show lower mobility rates than families without children. Community identification does not affect mobility between ages 31 and 45 but beyond age 45 it again impacts mobility.

A careerist may indicate unlimited mobility formally in his career development plan to insure maximum promotional opportunity, but many factors come into play once he is referred for a specific job at a particular command headquarters. If he refuses to go for the interview, usually he is no longer considered mobile outside his own commuting area although the practices differ between career programs. Mobility for a developmental assignment is a career-limiting factor for 56 to 60% of all careerists. Only 30% are geographically mobile for a promotion (see Table 3, item B7, page 72). My understanding of psychological and sociological research findings which impact on human development at mid-career level would suggest that perhaps the career program should be focused more on movement within the commuting area for those who are nonmobile.

Another aspect of the geographic mobility problem is based on certain economic facts which play an important part in careerist decision to move from a low to a high cost of living area. According to Mr. Fred Newman, Deputy Director of Civilian Personnel, Headquarters Department of the Army (HQDA), some civilian personnel careerists are declining to come to Washington, DC for a promotion from GS 12 to GS 13.² There are other urban areas in the country

to which careerists elect not to move for a variety of reasons including the quality of life aspects along with no assurance that they will be reassigned in a few years to a more desirable job and location.

LACK OF CAREER PLANNING INFORMATION

A major barrier cited by some careerists is that they are not given sufficient information concerning jobs to which they may aspire including special qualifications and experience requirements (see Annex C, item 18, page 141). For example, there is no information provided to careerists about future job vacancies, even in the career program. The careerist may never hear that the job he was aspiring to came open and was filled unless he continuously keeps himself informed through informal channels. Also he may never know that he was referred, what the specific job requirements were and why the local manager decided he was less qualified. It is especially difficult to find out when jobs are coming open in OSD that careerists would qualify for and be interested in unless you watch the bulletin board daily. Information obtained in interviews with operating personnel staffing specialists confirmed this researcher's belief that careerists should not build any hopes of obtaining a job by applying to the OSD bulletin board announcement. Usually the key candidates competing for the jobs have been established informally by the hiring officials within advance of the announcement being posted. The most effective way a careerist can obtain information about jobs is to develop his own network of personnel contacts with individuals in the office where his target job is located. Another staffing specialist interviewed advised

not to sit back and expect any results to come from the formal DOD Comptroller Career Program. It has become less effective or necessary in developing lists of qualified candidates in the present drawdown environment.

MANAGEMENT

Line-Managers Prefer Specialized Experience

The most formidable barrier that mid-career changers encounter is line-managers preference for highly specialized careerists who have acquired the specific training and experience (see annex A, item 8, page 123). Careerists who have demonstrated high potential in related occupations and who have shown creativity in other work situations are at a severe disadvantage in competing for a job outside their career field even though they are willing to take a lateral reassignment. The principal reason is that managers must consider the needs of the careerist in his own program first. For this and other reasons, it was found that even a qualified careerist from the Air Staff, Navy Secretariat or one with experience in the required occupational series will have a very slight to moderate chance of entering the Army career programs at mid-career. There is no chance of entering an Army career program at the GS 13-15 level directly from private industry (see annex A, item 15, page 128).

Rapid Promotions to Mid-Level

While career development policies caution careerists not to pursue the fast track promotion ladder (GS 05 to GS 11 in three

years), at the expense of laterally broadening assignments in selected functional areas, many careerists do not heed the wise advice. Rapid promotion can cause mid-career problems when the careerist plateaus and cannot move on up because he or she failed to get the experience earlier. When passed over several times and the careerist grows old at the same grade level, he or she may become a candidate for the mid-career crisis and then gradually evolves to the Retired-in-Job (RIJ) syndrome posing serious problems for both the employee and the organization. The rapid promotion problem can not be solved by Army career managers alone. Unless all Departments and Agencies act together, one will become the training ground for the other. According to Mr. Raymond Jacobson, OPM is concerned about the number of rapid promotions and studying the problem to determine whether any additional regulatory measures are needed requiring longer minimum waiting periods than the one-year presently required between grade levels GS 05, 07, 09, 11, etc.³ In the past OPM has been reluctant to increase the waiting periods for all employees in all agencies. OPM would prefer that agencies have control over who gets promoted and how fast. This study determined that most Army careerists do not plateau at the GS 13 level as hypothesized but rather at the GS 11 and 12 levels depending on the career program.

Failure to Provide Careerists with
Relevant Career Planning Information

Army career management policy does not encourage career planning and counseling for careerists at the critical stages (like 8 years and 15 years). Generally the career development planning is left up to the individuals with some help from the supervisor and career program manager. The Manpower career program provides good guidance on counseling in appendix C of CPR 950-26 yet the proposed Comptroller Career Program, CPR 950-11, provides no guidance in this important area. Most mid-career changers reported receiving little or no assistance (annex C, item 19, page 141).

Career planning, personal assessment and goal setting are complex processes that take considerable time. A review of the literature suggests that in most organizations careerists do not receive good counseling and supervisors do not fully understand the process. The USDA Agricultural Research Service is the only Federal Agency this researcher found engaging in on-the-job career planning using the Career Planning Workbook (CPW) for the mid-career professional.⁴ The CPW was designed for employees aspiring to participate in its Future Executive Program. One of the program's goals was to encourage applicants with less management potential back into their areas of expertise.

An unusually progressive and effective career development program is reported at the Naval Weapons Center at China Lake, California.⁵ The philosophy underlying the objectives is that career development is about 90% the responsibility of the individual and

about 10% the responsibility of the organization. The program's objectives include:

- Management
 - motivating people by increasing their awareness of self and goals
 - remotivate individuals who have reached a plateau in their careers.
- Individual
 - Establish career plan, usually containing one of the following career goals,
 - changing jobs within the organization
 - redesigning current job
 - exploring the job market external to the organization
 - developing a second concurrent career.

Some large corporations like General Electric provide career planning informational services to their employees with the view that it is best for the organization that its employees know themselves well and where they are or are not going in the company.

The US Department of Agriculture offers a seminar on Activities of Management and Personal Support (AMPS). The AMPS seminar is designed for GS 12-15 executives and managers. Subject matter content includes: coping with stress; mid-life/mid-career issues and career planning.

The Naval Electronics Lab Center at San Diego, California believes that the effectiveness of its organization is dependent on the career satisfaction of its employees. Their approach is to develop the employee's strength, skills, and understanding of realistic options so that he will readily adapt to new career demands and opportunities. It calls for the establishment of a career planning motivation program at the Center and a full-time planning position.

Career planning is often in conflict with an organization's needs. There are not enough high-level jobs to go around. Walker states that while career planning is suggested by many private corporation executives, they fear a formal planning program will have adverse effects such as increasing turnover and making employees' expectations too high. The key appears to be in developing a more realistic--not raised--career expectations.⁷

The Comptroller General of the United States, Elmer B. Staats cautions:⁸

It is a mistake to lead the mass of junior managers on with the hope that they will all become senior officials. Junior personnel should understand that their best hope for both a fulfilling career and job advancement rests with development of personal skills and effective performance of tasks already assigned.

CHAPTER IV

FOOTNOTES

1. Richard R. Fernandez, Family Structure, Career, and Community Determinants of Geographic Mobility, Ph.D. Dissertation, Washington State University Department of Sociology, 1976, pp. iv, v.
2. Interview with Mr. Fred Newman, Deputy Director, Civilian Personnel, US Department of the Army, 23 March 1979.
3. Interview with Mr. Raymond Jacobson, Office of Personnel Management, Washington, DC, 28 March 1979.
4. C. C. Cotton and R. F. Fraser, "On the Job Career Planning: One Organization's Approach," Training and Development Journal, Vol. 32, No. 2, February 1978, pp. 20-24.
5. Allen Hard and Clara Erickson, "Career Development at the Naval Weapons Center," Paper presented at the Academy of Management 36th Annual Meeting, Kansas City, Missouri, 11-14 August 1976.
6. R. A. Hamilton, "A Career Planning Program," Naval Electronics Lab Center, San Diego, California, Report No. NELC-TD-299, 8 January 1974.
7. James W. Walker, "Does Career Planning Rock the Boat?" Human Resource Management, Vol 17, Spring 1978, pp. 2-7.
8. Elmer B. Staats, "Career Planning and Development: Which Way Is Up," Public Administrative Review, Vol. 37, No. 1, January/February 1977, pp. 73-76.

CHAPTER V

MID-CAREER CHANGE AND ARMY CAREER PROGRAMS

GENERAL

The Department of the Army is authorized 360,000 civilians in FY 80 and is the third largest civilian employer of any single government agency or private enterprise in the United States. Only American Telephone and Telegraph Company and the US Postal Service employ more.¹ The Army white-collar or General Schedule (GS) population amounts to two-thirds of the work force and is estimated to be about 200,000.

There are approximately 72,000 professional Army civilians participating in the 21 Army-wide career programs (see table 2, page 55). Key features of the career programs include career patterns, planned intake, appraisal and counseling, central inventory, and referral, and training and development.

MANPOWER AND FORCE MANAGEMENT CAREER PROGRAM

The Army is the only Service within DOD to have a civilian career program for manpower. This program is relatively new (1973) and includes about 900 careerists. It is one of the smaller programs and most careerists are classified in a single occupational series, Management Analyst (GS 343) with a few individual Program Analysts (GS 345), Operations Research Analysts (GS 1515) and others as volunteer registrants. About 20% are at the GS 13 and above level. Average age of the GS 13 and above group is

TABLE 2

CIVILIAN CAREER PROGRAMS STRENGTHS

31 DECEMBER 1978

TOTAL: 72,187**ENGINEER & SCIENTISTS - RESOURCES & CONSTRUCTION****ENGINEER & SCIENTISTS - NONCONSTRUCTION
(DARCOM) 15,243****COMPTROLLER★ 9,182
(COA)**

RECORDS MGT (TAG) 210
COMMISSARY MGMT (TSA) 215
EEO (ASA(MARA)) 214
HOUSING MGMT (COE) 264
MANPOWER (DCSPER) 986
AMMO SURV (DARCOM) 449
LIBRARY (TAG) 466
SAFETY (DCSPER) 619
TRANSPORTATION (DCSLOG) 832

**SUPPLY 6,152
(DCSLOG)**

COMM (ACC) 1,043
Q & RA★ (ASA(RDA)) 1,296
INTELLIGENCE★ (ACSI) 1,271
INFORMATION & EDITORIAL 1,824
(CHIEF, PUBLIC AFFAIRS)
CIV PERSONNEL 2,900
(DCSPER)
MATERIEL MAINTENANCE 4,586
(DCSLOG)
PROCUREMENT★ 4,080
(ASA(RDA))

★ DOD-WIDE PROGRAMS
() - FUNCTIONAL CHIEF

30 MARCH 1979

approximately 51 years (see table 4, page 74).

While not classified as separate occupations, there are six important subfunctional areas. These are: utilization and requirements; force structure and force accounting; army organization and command relationships; plans, programs allocation; equipment authorization and manpower/force management--general.

The most recent source of information concerning Army civilians in the Manpower career field is contained in a 1979 General Accounting Office Report² on Military and Civilian Managers of Defense Manpower. Some relevant demographic and attitudinal data relating to civilians are cited:

- 69% reported that they can make good use of their skills and abilities on the job.
- 51% feel rotational and assignment practices do not contribute to professional development.
- Generally, feel less challenged than do the military.
- 24% had not been promoted in more than 6 years.
- Average 5 years of service in current job, 7 years in current organization, 16 years in present Service agency, and 23 years of total service.

At a 1977 Army Manpower and Force Management Executive Development Workshop (EDW), a career profile was drafted and is being readied for transmittal to careerists. Without this document careerists and supervisors will have difficulty in developing individual career plans to acquire the desired experience patterns that will be used in the referral and selection processes. One manpower careerist interviewed indicated that despite the fact that he was registered in two career programs, he went 12 years without knowledge of a single

referral to another job. This careerist had received outstanding performance ratings and had indicated full geographic mobility for promotions and reassessments. He was virtually locked into one organization with no hope or prospect of achieving the breaking out he desired.

The EDW recommended that those interested in managerial positions must have journeyman experience (GS 11) in two or more of the major functional areas. (The two basic functional areas were not specified.) Also the workshop recommended that managers must be occupationally and geographically mobile. The Career Program Administrator estimated that full geographic mobility was limited to about 20% (see annex B, item 5, page 135).

The management of the Manpower career program recognizes a strong need to provide facilitative experiences (workshops, training, counseling, education) and encouragement to careerists in seeking broadening and diversified experience. He believes there are many opportunities for laterally broadening work experiences for careerists who are geographically mobile (see annex A, items 1 and 4b, page 122).

Lateral movement at the same grade level among the occupations comprising Manpower career programs is encouraged above the intern level.³ According to the regulation, advantages derived from lateral movement accrue to both the individual and organization. The individual gains varied experience necessary for management at the senior and executive career levels. Unfortunately, there are few and sparsely populated occupations in the Manpower program.

Management recognizes the advantages of occupational mobility and would be supportive of mid-career moves under DOD Training Agreements to manpower-related career occupations in Civilian Personnel and Comptroller career fields. Mid-career changers' responses also favor more cross developmental assignments between career fields (see annex C, item 9, page 140).

Service career programs should interface with those of OSD to insure that career opportunities at higher levels are available for those who aspire to them. However, investigation of the manpower management positions within OSD (MRA&L) and OSD (PA&E) determined that the occupational series classification for those jobs was changed about four years ago to Operations Research Specialist, GS 1515, from Management Analyst (GS 343). Services are still using Management Analyst (GS 343) classifications for their manpower positions which means that most Army, Navy and Air Force careerists are blocked from ever considering career progression to OSD levels as manpower managers. Few if any Army careerists know that OSD changed this classification. If careerists were informed of this change, some might desire to plan early in their career to acquire the 24 semester hours in mathematics with preferably some operational research techniques courses. This research is not being critical of OSD (MRA&L) reestablishing manpower management jobs in the GS 1515 series, but rather of the lack of communication concerning this conversion to Army careerists.

In view of the Army's difficulty in articulating its manpower requirements to OSD (MRA&L), OSD (PA&E), OMB and Congress, it would

be wise to plan to include more cross-training and exposure to analytical techniques to include linear regression for quantification of the workload and strength relationship. Greater training emphasis in statistical techniques for the development of staffing standards also appears to be needed.

CIVILIAN PERSONNEL ADMINISTRATION CAREER PROGRAM

This program covers about 2900 employees in the following series: Personnel Officer/Management Specialist, 201; Personnel Staffing Specialist, 212; Position Classification Specialist, 221; Salary and Wage Administration Specialist, 223; Employee Relations Specialist, 230; Labor Relations Specialist, 233; and Employee Development Specialist, 235.

About 24% are at the GS 13 and above level with an average age of 47 years. Approximately one-third of the GS 13+ work in the Washington Metropolitan area (see table 4, page 74).

The careerists' responses to the 1979 Joint Office of Personnel Management/Army questionnaire on Army Career Program Management provided some revealing information (see table 3, all items, pages 70 to 73). Some positive and negative responses were:⁴

- 79% find their work challenging
- 19% frequently think about quitting their job and another 20% were neutral
- 60% believe the Army's career program offers good opportunity for advancement (19% do not)
- 27% have over 6 years in present grade
- 35% disagree that the quality of career counseling has usually been good

-- 56% would not make a geographic move for a developmental assignment at their present grade and 33% would not move for a promotion

Careerists understand that to compete for Civilian Personnel Officer/Deputy (CPO/NCPO) positions experience is required in two occupational specialties: Position and Pay Management, GS 221, or Recruitment and Placement, GS 212, for one and Management Employee Relations/Labor Relations or Training and Development, GS 235, or surveys, studies and program assistance for the other.

Of the three career programs reviewed, Civilian Personnel careerists appear to be more occupationally, organizationally and geographically mobile.

Experience in two or more series is usually obtained before promotion to mid-level. Organizational mobility is relatively good with 39% of the civilians at GS 13+ having worked at five or more installations sometime in their career (see table 3, item A3, page 70). Opportunities for laterally broadening assignments appear to be present if the careerist is geographically mobile. Most careerists get locked into the broad generalist 201 occupational specialty at mid-level. Few, if any, ever move out of the Personnel career field.

However, there are a few areas of the Personnel Administration career field where careerists can become too highly specialized and lose track with the mainstream of the profession. Examples are those careerists who specialize in review of appeals and in wage board administration.

Geographic mobility is limited to about 29% of the careerists who will move for a lateral reassignment and 51% who will make a geographical move for a promotion. Thirty-five percent agree that the Army puts too much emphasis on geographical mobility (table 3, items B.7 and 8, page 72).

In the year ending 30 September 1978 there were 91 careerists selected for new jobs. The proportion of careerists moving laterally was at 48%, almost as many as those moving for promotions. This is indicative of broadening career development. It is also notable that only 13% of the 710 GS 13-15 were selected for new jobs (see table 5, page 75).

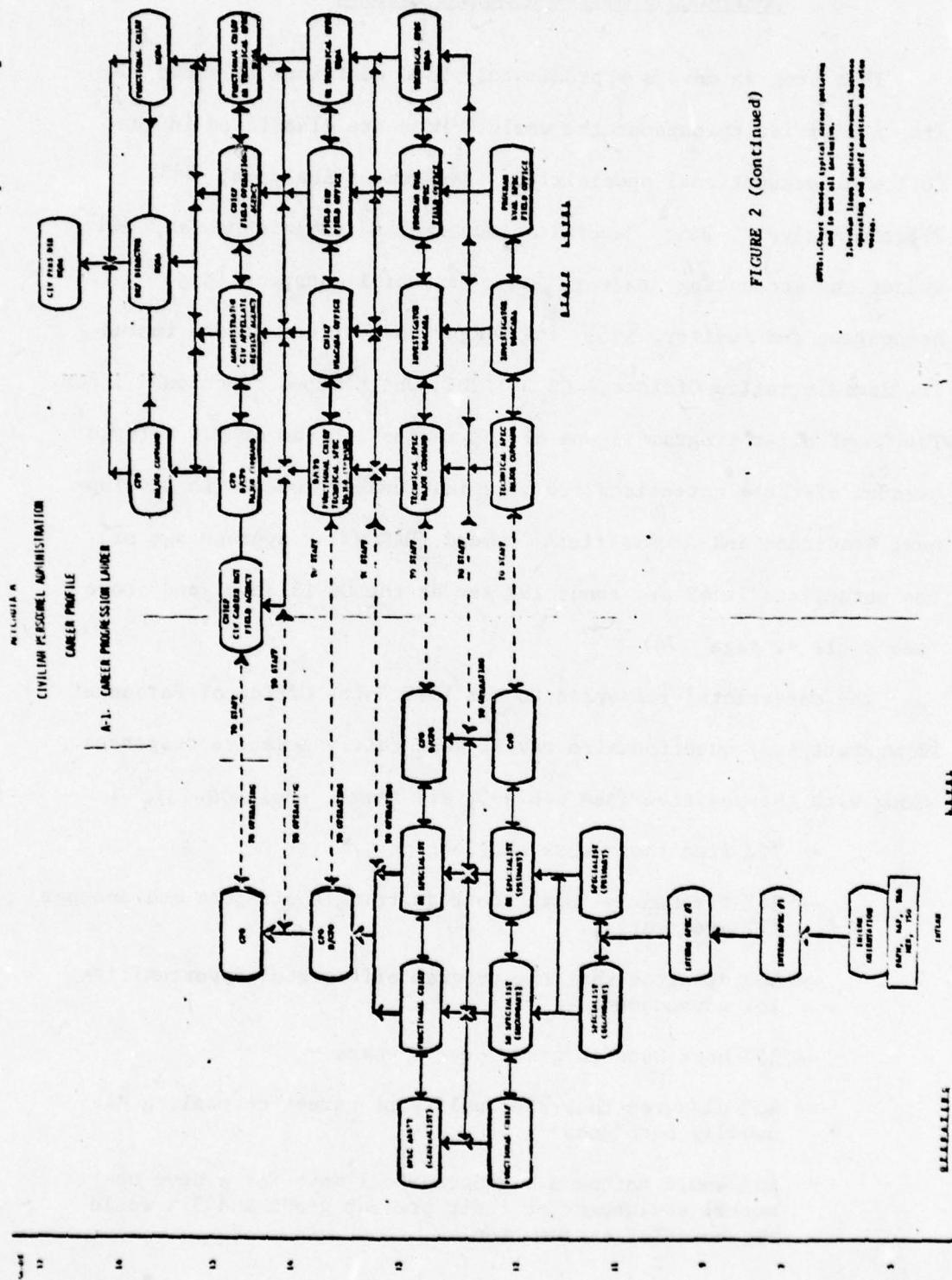
The Career Profile chart (figure 2, page 62) is excellent and contains the kind of information needed by all careerists, if they are expected to develop individual career plans. The career progression ladder depicting how careerists alternate between command/staff and operating positions is especially useful (see reverse side of figure 2, page 63).

The Functional Chief's Representative (FCR) believes that occupational change between career fields by GS 13-15 careerists is not feasible because Commanders do not have the luxury of extra manpower spaces to provide the cross training under DOD training agreements as well as the negative impact it would have on mission performance. He believes that personnel policies should discourage rather than facilitate mid-career change (see annex A, item 28, page 133). The FCR is more supportive of the organization assisting careerists in finding second careers within Federal government (annex A, item 5, page 123).

CAREER PROFILE : CIVILIAN PERSONNEL ADMINISTRATION

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FIGURE 2
(CONTINUED)



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COMPTROLLER CIVILIAN CAREER PROGRAM

This program covers approximately 9300 positions in about 200 Army activities throughout the world. Most are classified in the following occupational specialties: Management Analysts, 343; Program Analysts, 345; General Accounting and Administration, 501; Budget and Accounting Analyst, 504; Financial Managers, 505; Accountant and Auditor, 510; and Budget Analyst and others including Administrative Officer, GS 341/301, which cross functional lines.

The Comptroller program is one of the largest in the Army. A large percent of these careerists are organizationally located in Development Readiness and Acquisitions Command (DARCOM). Average age of the careerists is 49 and about 19% are at the GS 13 level and above (see table 4, page 74).

The careerists' responses to the 1979 Joint Office of Personnel Management/Army questionnaire reveal some fairly negative responses along with the positive (see table 3, all items, pages 70-73).

- 70% find their work challenging
- 24% frequently think about quitting their jobs and another 17% were neutral
- 30% disagree that the program offers good opportunities for advancement
- 35% have been in grade over 6 years
- 43% disagree that the quality of career counseling has usually been good
- 60% would not make a geographical move for a developmental assignment at their present grade and 31% would not move for a promotion

-- 46% of the careerists have worked at only one installation

-- only 37% stated they received good feedback about how they were rated for promotion

When published, the proposed version of CPR 950-11, Comptroller Civilian Career Program, will represent a substantial improvement toward communicating growth and development concepts and career planning information. First, the important distinction is made between two career tracks: the specialist pattern in which the careerist advances in one functional specialty (i.e., Budget Analysis, Accounting, etc); and the generalist pattern in which the careerist acquires substantial working experience in two or more functional specialties at journeyman and higher levels. One of the two basic functional specialties should be either Budget Analysts, GS 560, or Accounting/Auditing, GS 510, series. The latter, however, is sealed off to most mid-careerists because of the education requirements. It stresses lateral developmental assignment at the GS 11 and GS 12 levels to different functional areas and Army organizations. Moreover, career mobility does not require geographic mobility. Lateral assignments between functions in the Comptroller field may be accomplished at the activity, and in many cases, lateral assignments between activities of different MACOMs or between the operating level and headquarters staff functions can be accomplished within the same commuting area.

Career planning should include lateral developmental assignments particularly at the GS 11 and GS 12 to different functional areas and Army organizations. While the functional areas are not

specified it would be logical that the related areas may include those aspects of the career field such as manpower and force management, and civilian personnel administration. It would seem that the careerist should, if so inclined, develop opportunities to break out of the specialist mold no later than the GS 11 or GS 12 level when the opportunities are greater. At the GS 13 and 14 levels he will find more limited opportunity in the special developmental programs (e.g., Army Fellowship).

The proposed Comptroller career policies should result in a long-term improvement in quality of experience especially for the interns. However, there is very little, other than the new untried Fellowship Program for the average careerist who has plateaued in his 40s.

Management prefers generalist careerists obtain a broad base in several occupational specialties early in their career and stay in their primary occupational specialty for the remainder of their career. This view serves the interest of the organization well, but probably the specialist track for the nonmanager does not reflect the best interest of the careerist. Many of the professional specialists have tried to pursue second careers outside or within the government and indicate they would retire early if they could (see annex C, item 15, page 141).

Management agrees that there is a problem in communicating career development policies to the careerist. Also the management believes that geographically mobility is a major problem inhibiting

the operation of the system. Careerists, for example, state that they are geographically mobile and indicate their preference for specific locations, but when and if selected to make the move, many find a reason why they can't make the new geographic move.

Management would agree that by mid-career (15 years Federal service) most careerists will find themselves locked into one occupational specialty but in most cases it is by the careerists' own choice. The trend that management wishes to promote in the career program is away from spending a whole career in one specialty series.

The Functional Chief's Representative agrees that more facilitative experiences such as developmental assignments, improved career information and counseling should be provided to all Comptroller careerists at mid-career. However, the FCR does not recognize that mid-career crises syndrome is a problem among Comptroller careerists. Two of the Career Program Managers indicated that there was some evidence of it among the frustrated super achievers.

With respect to the difficulty of making a voluntary change to a related occupation within DOD, the FCR remarked that it could be either easy or impossible depending on the individual's area of expertise. This response is in contrast to all the other FCRs who perceived that most careerists would have a difficult if not impossible time no matter what their qualifications given all the barriers that would be encountered.

The Comptroller career program has a very realistic approach to the organizational and geographic mobility issue: Management

recognizes in the real world, careerists will think long and hard about moving from one job to another even within the commuting area, especially crossing the Potomac River, i.e., residing in Washington, DC. Increased travel time, parking problems, and environmental considerations play an important role in the employee's decision. Therefore a tough policy requiring all careerists to be mobile in the commuting area or go outside the area is not favored. Only about 20% are interested in geographic mobility according to the FCR. Fewer than the questionnaire responses indicate (see table 3, item B7, page 72).

Comptroller careerists plateau at the GS 11/12 level rather than the GS 13 level as hypothesized. Only the Washington, DC based staffers armed with a good intellect reach the GS 13 level rapidly.

According to the management of the program, there are plenty of opportunities, both lateral and promotional in the career program. The problem is that some careerists elect to "homestead" on the job and never move. The transaction statistics show this.

Ratio of promotions to lateral assignments was 60/40 for the year ending 31 August 1978 indicating a good proportion of lateral reassessments for career development. It is noteworthy that 19% of the careerists moved to a new job in that year (see table 6, page 76).

CHAPTER V

FOOTNOTES

1. Martin Binkin with Herschel Kanter and Rolf H. Clark, Sharing the Defense Civilian Workforce Economics, Politics, and National Security, p. 3.
2. General Accounting Office Report: Military and Civilian Managers of Defense Manpower: Improvements Possible on Their Experience, Training and Rewards, Vol II, FPCD-79-1, February 16, 1979, pp. 10-12 and 31 and 32.
3. US Department of the Army, Civilian Personnel Regulations 950-26, para 2-4b, p. 2.2.
4. Office of Personnel Management/Army Joint Survey Army Career Program Management (to be published in September 1979).

TABLE 3
ARMY CIVILIAN CAREER MANAGEMENT
CIVIL SERVICE COMMISSION (QPM) /ARMY JOINT STUDY (1979)

A. DEMOGRAPHIC QUESTIONNAIRE RESPONSES		CIVILIAN PERSONNEL ADMINISTRATION	PERCENT		COMPTROLLER AND COST ANALYSIS
			A11	GS 13+	
1. Educational Attainment	Bachelors or Bachelors+	66			61.0
2. Supervisors		36			32
3. Number of Installations Worked At					
One		39	17		46
Two-Four		46	44		44
Five+		15	39		21
4. Age Structure					
-30 yrs		13		12	
31-40			35		24
41-50			27		29
51+		25		35	
5. Length of Federal Service					
-5		13			14
6-9 yrs			18		9
10-19			33		30
20		36			47

TABLE 3
ARMY CIVILIAN CAREER MANAGEMENT
CIVIL SERVICE COMMISSION (OPSS)/ARMY JOINT STUDY (1979), PERCENT

A. DEMOGRAPHIC QUESTIONNAIRE RESPONSES	CIVILIAN PERSONNEL ADMINISTRATION	COMPTROLLER AND COST ANALYSIS		
		All	All	All
6. Years in Present Grade				
-2	41	40	40	40
3-5	32	27	27	27
6+	27	35	35	35
7. Male/Female Mix				
Male	66	72	72	72
Female	34	28	28	28
B. ATTITUDINAL QUESTIONNAIRE RESPONSES				
1. General Satisfaction	% Agree*	% Disagree *	% Agree	% Disagree
a. I find my work challenging.	79	9	70	16
b. I frequently think about quitting my job.	19	61	24	59
2. Promotion and Advancement				
Army's Career Program offers me good opportunities for advancement.	60	19	39	30
3. Management of the System				
The Army's Career Program in my field is managed well.	35	28	23	32

*Note: Agree and Disagree Categories represent the percentage of respondents who agreed and strongly agreed or disagreed and strongly disagreed with the item. Percentages do not total 100% because neutral or "don't know" responses are not shown.

TABLE 3

ARMY CIVILIAN CAREER MANAGEMENT
CIVIL SERVICE COMMISSION (OPMS) / ARMY JOINT STUDY (1979)

PERCENT

B. ATTITUDINAL QUESTIONNAIRE RESPONSES	CIVILIAN PERSONNEL ADMINISTRATION	COMPTROLLER AND COST ANALYSIS			
		% Agree	% Disagree	% Agree	% Disagree
4. <u>Appraisal</u>	The appraisal system in my career program is a good way to rate people for promotion.	32	28	24	36
5. <u>Information and Communication</u>	The quality of career counseling that I have received has usually been good.	36	35	27	43
6. <u>Training and Development</u>	My career program provides me good developmental opportunities.	52	22	39	30
7. <u>Intensity of Involvement</u>	I would make a geographic move for a promotion.	51	33	54	31
	I would make a geographic move for a developmental assignment at my present grade.	29	56	25	60
8. <u>Attitudes Toward Specific Policies or Perceived Policies</u>	The Army puts too much emphasis on geographic mobility in my career program	35	26	29	21

TABLE 3
ARMY CIVILIAN CAREER MANAGEMENT
CIVIL SERVICE COMMISSION (OPMS)/ARMY JOINT STUDY (1979)
PERCENT

B. ATTITUDINAL QUESTIONNAIRE RESPONSES	CIVILIAN PERSONNEL ADMINISTRATION	COMPTROLLER AND COST ANALYSIS			
		% Agree	% Disagree	% Agree	% Disagree
9. <u>Supervisors</u>	Military supervisors usually consider career appraisal for civilians as important as military efficiency reports.	22	23	19	25

Note:

This table contains selected information from the OPM/ARMY Study on the Comptroller and Civilian Personnel Career Programs. Questionnaire was administered to randomly selected careerists, Army-wide in four career programs: Comptroller, Civilian Personnel, Supply and Housing.

TABLE 4

NUMBER OF FULL TIME DA GENERAL SCHEDULE CIVILIANS
GEOGRAPHICALLY BY CAREER PROGRAM

<u>LOCATION</u>	<u>MANPOWER + FORCE MANAGEMENT (26)</u>			<u>CIVILIAN PERSONNEL (10)</u>			<u>COMPTROLLER AND COST ANALYSIS (11)</u>		
	<u>GS13</u>	<u>GS14</u>	<u>GS15</u>	<u>GS13</u>	<u>GS14</u>	<u>GS15</u>	<u>GS13</u>	<u>GS14</u>	<u>GS15</u>
WASH DC - METRO	57	25	6	151	64	27	310	170	69
CONUS (-) DC	67	18	4	294	78	18	790	258	66
OCONUS	<u>6</u>	<u>2</u>	<u>0</u>	<u>57</u>	<u>16</u>	<u>5</u>	<u>103</u>	<u>25</u>	<u>5</u>
TOTAL GS13-15	130	45	10	= 185	502	158	50	= 710	
TOTAL PROGRAM RATIO				897	2921		1203	453	140 = 1796
				1:5					<u>\$9246</u>
									1:5

AVERAGE AGE, SERVICE AND SALARY

<u>AVERAGE AGE (YRS)</u>	51	50	52	46	49	49	48	49	51
<u>AVERAGE SERVICE (YRS)</u>	25	25	25	21	25	25	23	25	26
<u>AVERAGE SALARY (\$000)</u>	32	37	43	31	37	43	32	38	45

AS OF 31 DEC 78

SOURCE CIVPERSIN
PECC-CIM

TABLE 5
CIVILIAN PERSONNEL ADMINISTRATION
PROGRAM REFERRAL ACTIVITY
GS 13-15

<u>Series</u>	<u>#Lists</u>	<u>#Referred</u>	<u>Reassignment</u>	<u>Promotion</u>	<u>Intra Command</u>	<u>Inter Command</u>	<u>Other</u>	<u>Total Sel</u>	<u>Total Popul</u>
GS 201	58	784	30	29	30	36	3	59	(*)
GS 212	11	151	5	6	4	7	0	11	(*)
GS 221	10	80	6	5	5	6	0	11	(*)
GS 230	2	27	0	2	2	0	0	2	(*)
GS 233	3	32	2	1	2	1	0	3	(*)
GS 235	$\frac{7}{91^*}$	$\frac{99}{1173}$	$\frac{2}{45}$	$\frac{5}{48}$	$\frac{3}{46}$	$\frac{4}{54}$	$\frac{0}{3}$	$\frac{7}{93}$	710

*2 lists for two positions each Total selections 93

Note: Of the 93 selections 48% were reassessments and 50% were promotions. Total no. of careerists on 31 Dec 78 was 710 and 93 or 13% of them were selected for a new job out of 1173 candidates referred.

(*) Data not available

TABLE 6

COMPTROLLER AND COST ANALYSIS (26)
CIVILIAN CAREER PROGRAM
TRANSACTIONS EXCLUDING HEADQUARTERS
1 Sep 77 - 31 Aug 78

Series	Promotions to Grade			Reassignments to Series			Ending Strength		
	GS 13	14	15	GS 13	14	15	GS 13	14	15
343	20	6	0	11	1	0	166	43	7
345	24	7	0	33	13	1	263	90	15
501	3	1	1	3	3	1	16	8	5
504	0	0	0	3	1	0	8	3	1
505	12	7	3	6	2	1	88	53	23
510	50	21	3	5	3	0	367	141	42
560	17	4	2	22	8	2	177	57	18
Sub Total	126	46	9	83	31	5	1085	395	111
Grand Total	181 (60%)			119 (40%)			1591		
	300 (19%)								

Percent Promotions

GS 13	12%	GS 13	8%
GS 14	12%	GS 14	8%
GS 15	8%	GS 15	5%

Percent Reassignments

GS 13	8%
GS 14	8%
GS 15	5%

CHAPTER VI

CAREERISTS GUIDE TO MID-CAREER OCCUPATIONAL CHANGE

. . . A trap is a trap only for a creature which cannot solve the problems that it sets. Man-traps are dangerous only in relation to the limitations on what man can see and value and do. The nature of the trap is a function of the nature of the trapped. To describe either is to imply the other.¹

Geoffrey Vickers

GENERAL

If you are a Federal employee at mid-career, you are probably aware of how difficult it is to break out of your occupational specialty and the organizational trap.

Some sound advice for the careerist facing the dilemmas of a middle management or mid-career change is offered by Professor Richard H. Buskirk, a professor of business management at Southern Methodist University. He cautions the careerist to think twice before changing jobs. Make certain the move is, and is seen to be, for the better. The reason for changing jobs should always be positive, focusing on the attraction of the new position rather than the rejection of the old one.²

CAREER LIFE PLANNING

The Career Development Model formulated by Robert F. Morrison while at the University of Toronto (1974) suggests that professional careers should be studied as a sequence of parallel work roles which

interact not only with each other but also with a concurrent set of nonwork roles--all differing in centrality over time.³ (See figure 3, page 79.) In short social, career, and general life goals are closely intertwined.

In practice, career life planning considers the individual's professional, family and personal goals. About 90% of the effort is an individual responsibility whereby the careerist engages in a self-assessment phase to determine where he or she is, what he or she wants and how he or she plans to get there. The career plan, once formulated, may have to be adjusted to be in synchronization with the organization's needs.

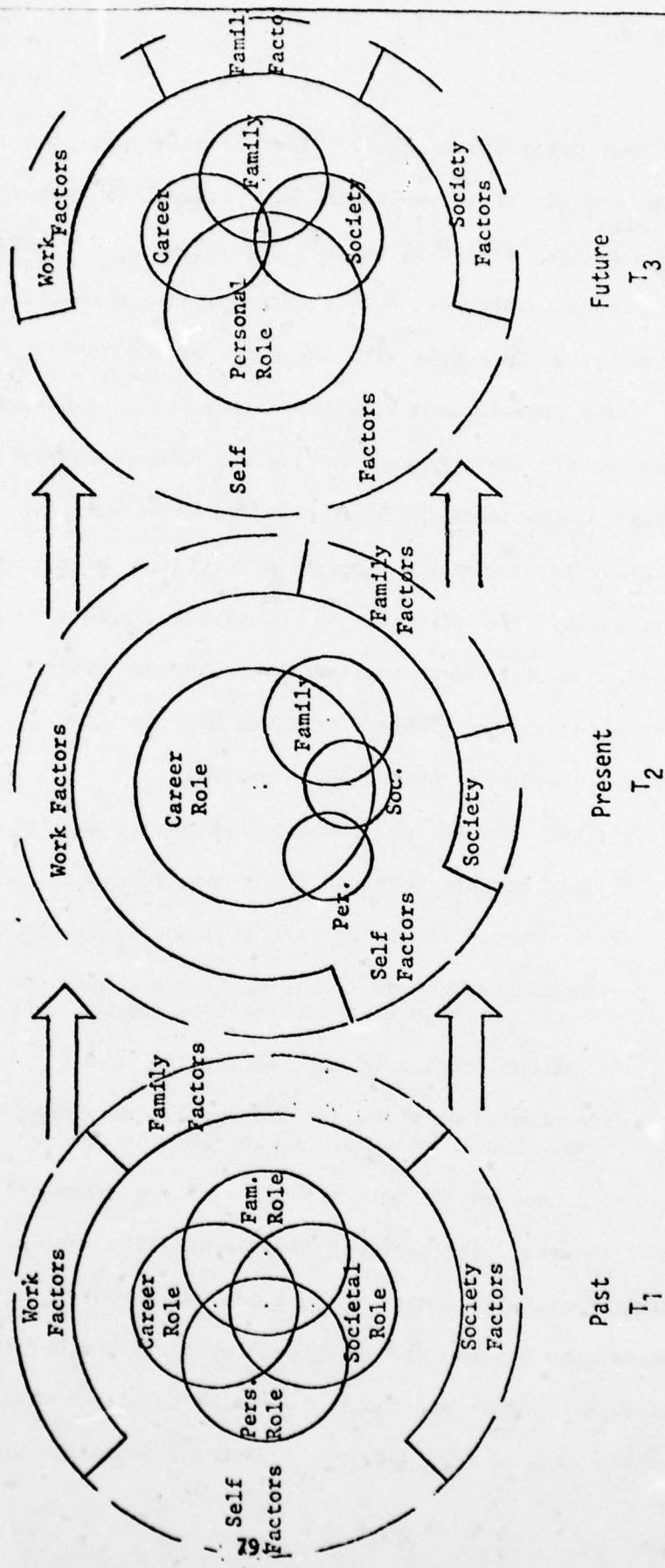
There are several approaches a careerist may choose to accomplish a broad range of interests, goals, experiences and other related life dimensions. For the do-it-yourselfer, the following workbooks and guides are recommended:

What Color Is Your Parachute? by Richard N. Bolles tells how to go about changing careers. The Self-Directed Change for the Mid-Career Manager (1975) by Robert F. Pearse and B. Purdy Pelzer contains a useful self-analysis Mid-Career Balance Sheet that will tell you where you are in your management career and whether there is reason to change. Other workbooks include Where Do I Go From Here With My Life (Crystal Management Services), Career Dimensions I (General Electric Company) or Planning Workbook (US Army War College).

John I. Holland's The Self-directed Search is recommended for the careerist who wishes to validate the occupational choice at mid-career and/or become aware of related occupations that may lead

Figure 3

A Model of Role Change
In Personal Development



Source: Robert F. Morrison

to a second career at age 45. The careerist will learn which one or in what mix he resembles the six personality types: realistic, investigative, artistic, social, enterprising and conventional. Using the occupation finder, the careerist can review all the occupations in which people with the same personality types are engaged.

Career Development Workshops are being used by some private companies for their young managers who have demonstrated above-average achievements.⁴ This method is an alternative to programs of career pathing and job rotation initiated and controlled by a third party. The objective is inquisitive, proactive behavior rather than dependency and reactive behavior. Plans are specific, measurable, time phased and reviewed by supervisors. Participants develop in sequence over a 5-day period:

- The ultimate job to which they aspire and its requirements;
- Intermediate jobs and their requirements;
- A current profile of strengths and limitations;
- Development needs resulting from a comparison of the most desirable next intermediate job with the profile;
- Options considered for meeting the needs;
- Action plans which outline specifically what will be done and when it will be done to meet the needs.

Workshops can be more effective if the Myers-Briggs Type Indicator is used. The psychological personality test provides the participants with insights about the way in which they gather information, the way in which they deal with it, whether they seem to be thinkers or doers and their propensity to either make decisions quickly with limited data or to postpone judgments while gathering

more information. Because of the confidential nature of test information, it is best administered by an external consultant.

Still another way is to use one of the several consulting services. For example, Life Management Service of McLean, Virginia offers several courses to meet various needs. One basic course is 35 hours of instruction over a 12-14 week period at a cost of \$500. In a small group setting the participant learns three basic parts: Who am I? What do I want to accomplish with my life? How do I get there?

The purpose of Career Life Planning is to develop an individual's ability to anticipate change, to actually effect change rather than merely reacting to it, and to enable the individual to begin controlling his own life. DOD civilians who have bounced around through many reorganizations and reductions-in-force can appreciate the need for such a planning process.

The Center of Creative Leadership (CCL) in Greensboro, North Carolina, conducts comprehensive personal assessment workshops, psychological testing, peer assessment, and other techniques. CCL helped the Naval Weapons Center at China Lake, California design the Career Expansion-Leadership Assessment Program which places heavy emphasis on making people more aware of their own motivations.

The US Army War College at Carlisle Barracks, Pennsylvania conducts a useful Personal Assessment Advanced Course designed to provide Army officers with self-knowledge of behavior and management style.

OBTAINING CAREER COUNSELING

Some careerists reported receiving good career counseling from their supervisors and Career Program Managers while others received none. Military supervisors often do not have enough knowledge of the civilian system to provide necessary guidance, and the Career Program Administrators who have good knowledge of the jobs are not used in this capacity. The best source is the Activity Career Program Manager although his time is very limited since his career management duties fall into the category of other duties as assigned.

A person facing the dilemma of a middle-management or mid-career change needs more professional counseling and help than the Army or most any other organization can afford to provide.

The least expensive and most widely available sources of help are workshops and adult education courses offered by the universities, junior colleges, community organizations and vocational counseling services.

DEVELOPING OCCUPATIONAL INFORMATION

Even if you are inside Army career system, information about specific job requirements and future opportunities is difficult to obtain. Vacancies are not posted at the mid-level since in theory all program participants are automatically considered. Unfortunately, careerists are not privy to either the specific mix of skills, knowledge, abilities (SKAP) requirements for each job opening or the fact that a job will come open. The SKAP elements

may and do change from supervisor to supervisor without any feed-back to careerists who have been developing themselves for a particular job.

Sources of government-wide job openings for Federal careerists include Federal Research Service, Vienna, Virginia; Federal Job Letter, Reston, Virginia; and the Federal Times of Washington, DC. However, jobs that are found in these publications are generally ones that can't be filled through normal procedures. Outside the government, the Executive Employment Guide (Management Information Service of AMA) and the Career Guide to Professional Associates (The Carroll Press) are useful.

Good sources of career information are often found through participation in professional societies. For example, Management Analysts in the Manpower career field may choose the Manpower Analysis and Planning Society (MAPS).

Most people rely on friends, peers, mentors and counselors to obtain the key information about the job requirements that the system does not provide.

ANALYZING OCCUPATIONAL OPTIONS

Once a careerist has invested 15 years as a Management Analyst in the Manpower career field and reaches the GS 13 level, his options for changing occupational series are quite limited. Each of the Functional Chief's Representatives has a different view of how the careerist should plan his career for the next 15 years. If you are a GS 343-13, a lateral move into a Program Analyst, GS 345,

position would be considered broadening and enhance your promotion potential. If you are a GS 14 or 15 in the Manpower career field, you are probably a manager and in the late mid-career age group. A lateral reassignment from HQDA to Materiel Development and Readiness Command (DARCOM) Force Development or to the Chief of Engineers would be considered a career-enhancing move.

Budget Analysts, Statisticians, Operations Research Analysts can move into the Management Analyst or Program Analyst occupational series. But Management Analysts cannot move at the mid-level to the Budget, Statistical and Operations Research series without going under a DOD Training Agreement and obtaining the required additional specialized experience and education for the Operations Research series.

Movement to Navy or Air Force in the Manpower functional area without changing series is possible but in the present drawdown environment, it is unlikely that an Army Manpower Analyst would be selected over other qualified people who grew up with the Service program.

Many times a highly trained Management Analyst can move to another Federal agency within the Manpower and organizational area, but while he may obtain a promotion, he may find himself in an even more frustrating environment than he is now in.

While the Management Analyst occupation is a broad field covering many subfunctional areas, it is possible to become so highly specialized within one of the subfunctional areas, such as force structure and accounting, that it is impossible to compete

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for the few available jobs in utilization and standards after you have reached mid-career. Management Analysts, for example, who specialize in Records Management, have recently established their own career program and will be developing highly specialized people within their own career field. No outsiders need apply.

A few of the many options open to the mid-career Management Analyst in the Washington area are shown at figure 4, page 90. Some of the options are less likely than others and depend largely on the skills the individual brings to the job. There is no doubt that parochial interests are prevalent throughout the government. the OSD(PA) Management Officer will have to have had public affairs experience, a requirement which excludes other management officers in other functional areas. A Chief of Engineers Management Analyst working in manpower should have worked his way up through the Corps, etc. It is possible for a Management Analyst with a manpower specialty in the Corps of Engineers to move with a promotion as Chief of Force Development in the Materiel Development and Readiness Command Headquarters. In the early 1970's, a Management Analyst GS 343 14 who had worked in the Staff Management Division, Office Chief of Staff, and as Chief of the Management Support Office, ODCSPER obtained a promotion to a GS 301 15 position as Chief of the Civilian Personnel Information Systems Office in the Directorate of Civilian Personnel.

ADVICE FROM THE CAREER CHANGERS

The ten GS 13-15 Career Changers at annex C are employees of the Army, Navy, OSD and other Federal agencies. Most have 15 or more years of Federal service, have reached the GS 13 level in seven years, and have been qualified in three or more occupational series. Promotion was the incentive that would encourage most to seek a broadening lateral career change involving a second job classification series or different functional assignment. The barriers to broadening career moves involving a related job classification series were seen as few available jobs and opportunities, specialized experience qualification requirements and manager's preference for individuals with specialized experience. Geographical mobility is limited for half of the respondents. All agreed that there should be more cross developmental assignments between certain related career fields. All but one have actively sought a lateral move to a new job in a related functional area, and half had attempted to try a second career inside or outside the Federal government.

Career Changer #2 reported that "the biggest barrier is set up by Civilian Personnel offices which are almost always staffed by "gutless dimwits. The barriers are overcome by going up the chain of command until the Civilian Personnel Officer (CPO) is forced to accept management judgment on the candidate's capability. These transfer situations (occupational series changes) are loaded with Catch 22 options--you can't enter without experience and you can't

get experience without entering." In each case to move from the Accounting Series, GS 510 to Operations Research, GS 1515 to Program Manager, GS 340 to Budget Analyst, GS 560, the careerist reported having to end run the system to make the change over the strong objections of the CPO.

Career Changer #4 reached the GS 15 level in the Office Secretary of Defense in 11 years without changing his Military Personnel Management occupational classification. This is a case where the individual progressed in a highly specialized and narrow functional area via promotions every two or three years moving organizationally within the same geographical area. The careerist's progress would have been considerably slower if he were a member of an established career program in the judgment of this researcher.

Career Changer #5 moved into the Civilian Personnel Management occupation from the clerical ranks in the Department of Health, Education and Welfare. The only barrier encountered for entry into the civilian personnel occupation was a general aptitude test, known then as the Federal Service Entrance Examination (FSEE). However, the careerist reported that the Department of the Army presents barriers in its interpretation of qualifications, rigid structure of positions and stereotypes of people. "For example, women are not normally considered able in Labor Relations and are rarely selected. Another barrier is the tendency to develop uniform position structures for similar functions encouraged by the manpower system; this effectively limits mixed jobs and some form of transitional opportunities."

Career Changer #7 has sustained his interest and vitality with nine different jobs in 28 years all within the Department of the Navy. He began his career as an Employee Development Specialist, GS 235, changing laterally at GS 11 to a Position Classification Specialist, GS 221. He was promoted from a GS 221 12 to a Personnel Officer 201 13. At the GS 13 level he made another occupational change to Program Analyst, GS 345, and was later promoted to the GS 14 level. After another promotion to the GS 15 level, he changed via lateral reassessments to the General Administration series, GS 301 and subsequently to the Management Analyst series. One way to facilitate career mobility, he says, is to obtain membership in Study Groups engaged in reorganizing Headquarters activities, provided one can make a contribution. The visibility and knowledge gained will assist greatly in locating a new job. Although he applied and was well qualified for a career-related job in the Air Force, he was not even given the opportunity for an interview. The requirement for experience and knowledge of specialized Air Force programs appeared to be the only reason he was screened out early. Up to age 35, he says careerists can afford to experiment with broadening moves. However, at that age it is best to develop a plan looking toward where you want to be in the next 10 years. Giving up a short term promotion for a lateral to a new area may lead to a long term gain, if you know where you are going. The best ways to keep yourself internally motivated, he advises, are to: keep moving to jobs with greater challenge; looking beyond the techniques and procedures toward the program, product and mission, and be willing to

do more than has to be done in each project.

Career Changer #10 began his career as an Accountant GS 510 with one of the Federal Agencies headquartered in Washington. He has found that the best way to transfer within government in recent years is by volunteering to serve with "temporary" organizations such as Presidential Councils and Commissions. Although risky in terms of job security, he believes the rewards are definitely there for one who wants to work, contribute, create, and actively participate. A previous lateral transfer from one agency to another with the promise of a promotion and growth in a new functional work area developed into no promotion, a reorganization and a forced placement into an undesirable work situation to save his grade. Many professional people, he feels, who are riding out a "rut," would benefit if they were given the opportunity to be revitalized by providing increased mobility as the Civil Service Reform Act purports to encourage.

MID-CAREER CHANGE OPTIONS FOR GS 13-15 MANAGEMENT ANALYSTS
ON HQDA STAFF REGISTERED IN MANPOWER CAREER FIELD
WITHIN WASHINGTON, DC METROPOLITAN COMMUTING AREA

GS 13 MANAGEMENT ANALYST	343	OPTIONS	GRADE RANGE	Other Related Occupations	SERIES/GRADE
ODCSPER		Allocation & Documentation Div	13/14/15	DACS Program Analysis & Eval	345-13/14
ODCSPER		Utilization & Standards Div	13/14/15	ODCS PER Position & Payment	221 13/14
ODCSOPS		Force Accounting Div	13	ASD (MRA&L) Dir MPR Mgmt	1515 14/15/16
ODCSOPS		Unit Authorizations Div	13	ASD (PA&E)	1515 14/15/16
DACS		Staff Management Div	13	ASD (PA) Dir For Mgmt	301-15
OSA		Resource Mgmt Ofc	13/14/15	ASD (ISA)	301-15
OSA		Headquarters Services, Wash	15	Program Manager	340
OCSA		Ofc of Management Practices	13/14/15	Admin Officer	341
ODCSLOG		Mgmt Office	13/14	DOL Occupational Analysis	222
ODCSLOG		Programs Div	13/14	DOL Manpower Research	140
OACSI		Intel Resource Mgmt Div	13	DOL Manpower Development	142
TAG		Comptroller	13	GSA Office Service Management	342
DSG		Doctrine Policy & Org Div	13/14	DOC General Business & Industry	1101
DARCOM		Force Development Div	13/14/15	DOA - Departmental Admin	
DARCOM		Personnel Support Activity	13	OMB - Office, Management and Budget	
DAS (ADMIN)		Org & Mgmt Planning	13/14/15	CBO - Congressional Budget Office	
OSD (WHS)		Dir Space Mgmt	13/14/15	DOL - Department of Labor	
MTMC		Comptroller Dir	13	DOE - Department of Energy	
OASD (COMPT)		Dir for Information Control	13/14	DOA - Department of Agriculture	
COE		Mgmt & Org Improvement		EPA - Environmental Protection Agency	
AIR FORCE		Manpower & Force Mgmt		VA - Veterans Administration	
NAVY		DCS Personnel	13/14	HEW - Health, Education and Welfare	
MARINE		DCNO Manpower	13/15		
HEW		DCS for Manpower	13/14		
OMB		Asst Sec Human Dev Ofc of Manpower	13/16		
CBO		Assoc Dir for Mgmt & Ops	13/16		
DOA		Congressional Budget Comm Staff	-		
DOE		Departmental Administration	13/16		
EPA		Asst Admin Mgmt & Admin	13/16		
VA		Asst Admin Plng & Mgmt	13/16		
		Assoc Deputy Admin	13/16		

CHAPTER VI

FOOTNOTES

1. Samuel B. Culbert, The Organization Trap and How to Get Out of it, p. 12.
2. Richard H. Buskirk, "Think Twice Before Changing Job," International Management, March 1976, p. 24.
3. Robert F. Morrison, "A Career Development Model: Implications for Practicing Physicians," (mimeographed paper), June 1974.
4. P. J. Marsh, "The Career Development Workshop," Training and Development Journal, July 1973, pp. 38-45.

CHAPTER VII

CAREER MOBILITY AND OTHER ISSUES

MOTIVATION AND PRODUCTIVITY

One of the implied issues in this study is that mid-career change could be good for both the individual and the organization. If the careerist and the organization work together toward optimum matching of jobs and needs throughout the mid-career period, then motivation should be high. And there is a direct relationship between individual motivation and productivity.

In large complex organizations like the Army, it is the individual workers at the lowest echelons of the organization in the smallest units that will determine ultimately how productive and effective an organization will be. Therefore, it is management's challenge to insure that all careerists are "turned on" to jobs and get some sense of task fulfillment. It is evident that a significant number of Army civilian careerists plateau early in their careers and could use a motivational shot in the arm to revitalize their careers in a way that would benefit themselves and their organizations. A good place to start would be to provide more help for careerists to focus their own self awareness and help them in identifying realistic goals and developmental activities. Careerists who are goal-oriented and know where they are going are usually more highly motivated and productive.

Generally about 70% of the careerists believe that their job makes good use of their abilities, is challenging, and important. However, 19-25% (with an additional 25% neutral) frequently think about quitting their jobs. Why? Moreover, all the mid-career changers said they would move to a new occupational work area within the Federal government if they could and would retire early and begin a new second career. If at least 20% of the "aristocrats" of the Army career program are not turned on by their jobs, it is submitted that outside the career programs the percentage is probably considerably higher.

CAREER STAGNATION

Career stagnation appears to be an emerging personnel problem for many mid-level GS 13-15 careerists who have reached a plateau early in their careers and remained in highly specialized jobs too long.

The mid-career Army professionals (ages 31-50) constitute the largest segment of the career program population at about 55%. The mid-level, GS 13-15 careerists represent a smaller group (20-25%) and their age distribution is skewed toward the high end of mid-career period at about 48 years. If it is true that middle managers are generally more dynamic and highly productive between ages 30 and 45, then there are serious problems ahead as the trend toward older careerists continues.

Contributors to the problem include the general Army civilian employment drawdown over the past 10 years, low separation rates

and continuous reduction in the number of high grade positions.

Most disturbing is the number of careerists who are electing not to move laterally for developmental purposes when a geographical move is required, especially when the move is from a low cost-of-living area to a higher cost-of-living area.

Another contributing factor is the perception on the part of many careerists that few developmental opportunities and promotions are available to them. Careerists who have completed Long-Term Training (LTT) at one of the Senior Service Schools or universities are not assured of being reassigned to new positions upon return which would improve their utilization for the Army commensurate with the costs of their education. In fact, FCR's rated LTT as 6-7 on a scale of 1-10 with 10 being most effective behind job rotation and cross series training. (Annex A, item 27, page 133.)

According to the OPM/Army joint study of the Comptroller and Supply Career Programs, careerists are far from satisfied with their chances for promotion. In FY 78, Comptroller careerists promotion rates for GS 13s and 14s were about 12% with an additional 8% in each of three grades receiving reassignments. One of the key reasons that so many careerists are not participating in lateral reassessments and promotions is due to their lack of occupational and geographic mobility.

All three of the FCRs disagreed with the hypothesis that there are few job opportunities for laterally broadening work experiences (annex A, item 4b, page 122). Yet only 19% of the Comptroller and 13% of the Personnel careerists moved laterally or were promoted in

FY 78. (See tables 5 and 6, pages 75 and 76.)

The degree to which senior level position reductions are affecting the promotion rate is also open to question. The program to reduce senior level positions has been in effect since 1975 and is continuing. However, while some senior level positions have been cut back, there have been new functions and positions established. The President's Budget for FY 80 does not portray as dismal a picture as some careerists might believe. (See table 7, page 96.)

Despite the facts cited, the career stagnation problem appears real enough to many. Because of the mobility problem, a relatively smaller group of careerists is moving regularly and a larger number is staying in place. Certainly management should seek ways to revitalize the careers of those careerists by institutionalizing more planned job rotation, cross-series training, job enrichment, professional updates and long thorough training, all of which the FCRs believe to be effective (annex A, item 27, page 133).

OCCUPATIONAL MOBILITY

The Army, DOD or Office of Personnel Management civilian personnel information systems could not produce longitudinal occupational mobility data or how many careerists changed occupational series after reaching the GS 13 level. Interviews with personnel officials and managers, however, did indicate that while occupational mobility declines during mid-career, there are many examples of individuals who have successfully switched occupations. Although the OPM Executive Inventory data base of GS 15+ represents a biased

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Table 7

DEPARTMENT OF DEFENSE—MILITARY

DEPARTMENT OF THE ARMY

CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS PAID FROM FUNDS AVAILABLE TO THE DEPARTMENT OF THE ARMY

	1950 MAY MIL	1951 MAY MIL	1950 MAY MIL
Battalion and 1			
Battalion and 2			
Battalion and 3			
Brigade			
B-1			
B-2			
B-3			
B-4			
B-5			
B-6			
B-7			
B-8			
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B-10			
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TABLE 8

NUMBER OF FEDERAL EXECUTIVES GS 15+ WHO IN THE PAST
TEN YEARS HAVE SERVED AS MANAGEMENT ANALYSTS (0343)
OR PROGRAM ANALYSTS (0345) AND IN ONE OF THE
FISCAL OR CIVILIAN PERSONNEL OCCUPATIONS(*)

<u>AGENCY</u>	<u>NO.</u>
Air Force	17
Army	36
Navy	44
National Aeronautics and Space Admin	17
Environmental Protection Agency	18
Office, Secretary of Defense	29
Defense Nuclear Agency	1
Defense Communications Agency	6
Defense Logistics Agency	7
Department of Energy	<u>31</u>
	206
Total Management and Program Analysts 15+	1109
Percent Executives Changing Occupations	18%

(*) - Source: Office Personnel/Management
Executive Inventory Search Listing
1 May 1979

Note: (The file contains records of about 22,100
GS 15 employees, the "feeder groups," and
about 8,000 in GS 16-18 and equivalents,
the "executives.")

sample, it was determined that approximately 18% of the Management and Program Analysts had also served in fiscal or personnel occupations in the past 10 years (see table 8, page 97). Moreover, 1400 of the 1974 supergrade group with at least 20 years of Federal service did not experience any type of mobility since they reached the GS 13 level. The median number of mobility experiences for these long-term Federal employees was 2.¹

One of the Functional Chief's representatives (FCR) and all of the career program managers believed that Federal personnel policies should be more facilitative for voluntary mid-career change (see annex A, item 28, page 133). Most the mid-career changers believed that there should be more cross-development assignments between certain related career fields like Personnel Administration, Manpower, Safety and Equal Employment Opportunity. Also favored was some mid-career movement from the Manpower career program to the Program Analyst positions in the Comptroller career field (see annex C, item 10, page 140).

One of the FCRs strongly opposed occupational changes from one career program to another at mid-level declaring it was infeasible due to the amount of training time involved, the scarcity of manpower spaces in which to train the individuals under Training Agreements, the adverse impact on mission, and career progression opportunities for those registered in the program. Most career program managers and FCRs favored more occupational and organizational mobility between related occupations in different career fields at the journeyman level.

The opposition to movement between career fields at mid-level may stem from parochial career program interests rather than what would be best for the Army. The Manpower career program has grown increasingly complex and the top management/executive jobs require individuals with unusually broad experience and depth of skill and knowledge especially in the planning, programming and budgeting and civilian personnel management systems. In order to develop an individual in the top management positions in the Manpower career program, he should have had experience as a Program Analyst in Program Analysis and Evaluation or Comptroller office at headquarters level in addition to one assignment in the civilian personnel functions. The best way to learn to manage is by actually managing within the functional occupation. Attending training courses in these areas may be helpful but will not provide the depth of knowledge required. While some commanders may not be willing to allocate extra spaces to cross-train careerists who already have one specialization into another organizational series, other commanders may take a longer range view for a few of their high potential civilians.

EXECUTIVE GEOGRAPHICAL MOBILITY

Generally the latest data on all Army careerists show that 50% of the careerists are mobile for promotion and only 25% would make a geographic move for a developmental assignment (see table 3, item 87, page 72). It is estimated that geographic mobility rates for the mid-level careerists GS 13-15 are considerably lower and understandably so, given the age and family factor considerations.

The financial incentive is no longer as important to most executives as it once was according to information obtained from the executives themselves at seminars run by Menninger Foundation's Center of Applied Behavioral Sciences at Topeka, Kansas.² Life style is going to be the incentive in today's market. Employees are saying "Hey, you'd better show me how it's going to benefit me and my family or I am not going to buy into it."

According to Jerry Johnson, a management consultant at Menninger:³

The old notion that you can move people indiscriminately every couple of years just because you need someone in another city needs looking at. You no longer can do that. . . . The assumption has been that connections to friends and family and a place where you like to live don't matter. That kind of view is on its way out.

The Army career program managers do not favor a policy that requires all careerists including executives, to sign mobility agreements and move geographically every few years. Each careerist may state his or her preference for movement or not to any or all installations and agencies in or out of the United States. Of course, the individual who is fully mobile has a decided advantage over those who are highly selective of the areas to which they will move. From the careerist's viewpoint a movement outside the Washington area to a Major Army Command (MACOM) headquarters or some other installation --in or out of the US--carries with it considerable risk. There is a good likelihood that important contacts and visibility will be lost, placing the careerist at a considerable disadvantage if he should

want to return to the Washington area.

A possible alternative would be for Career Program Managers to place more emphasis on organizational and cross-functional moves within the commuting areas of the larger metropolitan areas. The table 8, page 102 demonstrates the possibilities for job exchange at the same grade level within Washington, DC metro areas where 32% of all mid-level Army jobs are located. This mobility concept within the commuting area could be used by the other services in Washington and by the Navy at San Diego where there are large and diverse populations of Navy professionals.

The relocation of managers and their families every three to four years during mid-career as is the practice of the military system may be creating unacceptable stresses and anxieties on the family. Job mobility has potentially negative consequences for the wife especially. She is expected to subsume her own interests and needs in support of her husband's career ambitions. Each move she may encounter problems of her own including reestablishment of her social relationships, adjustments of her children, and the reestablishment of her own career plans. It is apparent that many more of the careerists have working wives but the civilian personnel information systems could not provide trend data. Seidenberg suggests, for example, that part of the rise in the ratio of female to male alcoholics in the US--increased from 1:5 in 1962 to 1:2 in 1973--may be caused by the role demands placed on the wife by an ever-mobile and changing society.⁴

TABLE 9

NUMBER OF GENERAL SCHEDULE FULLTIME
 CIVILIANS EMPLOYED IN ARMY BY
 OCCUPATIONALLY RELATED JOB CLASSIFICATION SERIES
 31 Dec 1978

Occupation	Series 101	Washington, DC			Total Army		
		GS	13	14	15	13	14
Social Science Analyst*			1	3		7	4
Psychology*	180		29	15	22	64	48
Military Personnel Mgmt	205		19	2		27	2
Civilian Personnel Admin							
Personnel Officer	201		63	41	24	263	110
Personnel Staffing Specialist	212		21	6		65	14
Position Classification Spec	221		25	7	2	77	14
Salary & Wage Admin Spec	223		5	2	2	8	5
Employee Relations Spec	230		14	2		38	6
Labor Relations Spec	233		7	4		19	4
Employee Development Spec	235		16	3		38	7
General Administration	301		106	59	29	388	119
Program Management Officer	340		2	4	4	18	27
Administrative Officer	341		3	2	2	58	21
Officer Services Mgmt	342		3	2	1	6	3
Management Analyst/Officer	343		106	48	10	292	81
Program Analyst Officer	345		82	26	9	287	92
Budget Analyst	560		83	34	14	178	58
Industrial Engineering*	896		12	10		141	42
Operations Research Analyst*	1515		102	69	24	474	242
Subtotal			699	339	143	2448	899
Total Number GS 13-15	19		1181			3661	

Percent of GS 13-15 located
 in Wash, DC 32%

*Qualification requirements are more difficult.

12 Feb 1979
 CIVPERSINS
 PECC-CIM

The amount of mobility which presently exists is by no means negligible. But what is the optimum amount? The Army officers working on the manpower functions do not stay long enough to learn the system or improve upon it. Their average assignment length in years is 1.6.⁵ This amount of occupational mobility is probably counterproductive. On the other hand, complete immobility over an entire career seems equally undesirable.

The optimum number of moves during the 20-year mid-career period would fall somewhere between three and seven. (See annex A, item 20, page 131.)

There are some valuable lessons to be learned from the Navy's first comprehensive study of the civilian executive job.⁶ The study found that most Navy executives have remained within a single technical or functional specialty and within a small number of organizations. The majority of military respondents agreed with the statement "In order to improve (civilian) executive effectiveness, rotational assignments for executives should be strongly encouraged." The majority of civilian respondents agreed with the statement that "rotational assignments" would be beneficial if given to personnel early rather than late in their careers.

The career mobility problem is a factor in limiting the promotion and developmental rewards available to civilians. If more mobility is desired, then it would seem prudent for management to review the rewards and benefits.

Now that the new senior Executive Service has adopted a rank in-the-person system, top management should work toward extending

the concept to the GS 13-15 managers as a means for increasing motivation and facilitating mobility.

The fact that over half of the current Senior Executive population will have retired or be eligible to retire by 1982 underscores the necessity of early identification of high potential managers and development to be the executives of the future.⁷

ROLE OF THE CIVILIAN CAREERIST IN THE ARMY

One of the first policies management should examine if it desires to improve the motivation and productivity of its civilians is the role it promulgates for its civilian careerists.

Under present policies civilians are utilized in support roles primarily as logistic technicians, engineers, scientists and in general administration in functional areas where military expertise is not required. The role carved out for senior civilians is often expressed as "continuity." This role is considered important from top management's viewpoint because of what Mr. William Paz, Director of Office of Civilian Personnel, calls transitional management, a method of management based on the planned, controlled and continuing change of officer assignments every two or three years. Civilians are expected to maintain some degree of stability in their deputy roles while military managers transition in and out. Unfortunately, if the transition management is not carefully orchestrated, civilians may become apathetic, lose incentive and enthusiasm, or withdraw from their commitment.⁸

Creating more mid-level managerial positions for civilians in

lieu of the military where the civilians were vested with decision-making authority and held accountable for task achievement would go a long way in revitalizing some career programs. The Army's practice of assigning Lt Colonels/Colonel officer personnel with limited or no technical proficiency to division chief positions with GS 14/15 deputies represents poor utilization of manpower and contributes to demotivation of civilians.

CHAPTER VII

FOOTNOTES

1. "Executive Manpower in the Federal Service," US Civil Service Commission, June 1974, p. 19.
2. Sam Berman and Richard Hubert, "Whatever Happened to the Man in the Gray Flannel Suit?," Bell Telephone Magazine, Vol. 57, Spring 1978, pp. 8 and 9.
3. *Ibid.*, p. 9.
4. Judi Marshall and Cary L. Cooper, "The Mobile Manager and his Wife," Management Decision (British), Vol. 14, 1976, p. 183.
5. "Military and Civilian Managers of Defense Manpower," Vol. 1, General Accounting Office, January 1979, p. 11.
6. "Navy Civilian Executive Study: Executive Summary," Navy Personnel Research and Development Center, NRPDC SR 75-10, January 1975, p. 3.
7. "Executive Personnel in the Federal Service," US Civil Service Commission, November 1977, p. 32.
8. "Military Productivity and Work Motivation: Conference Proceedings," Navy Personnel Research and Development Center, NRPDC SR 78-15, August 1978, p. 14.

CHAPTER VIII

CONCLUSIONS AND RECOMMENDATIONS

GENERAL

The conclusions reached were derived from this researcher's interpretation of key management, civilian personnel and careerists' perceptions, study of all the suitable literature on mid-career changes, and various statistical data about careerists participating in three Department of the Army Career Programs. This researcher had the pleasant job of considering both the management and careerist side of the issue, reconciling their views and forming his own conclusions based on all the data and information available.

Mid-career change is viewed as benefiting both the organization and the individual, the latter from a rewarding and challenging career and the former from increased productivity and organizational effectiveness.

Over half (55%) of the Army careerists in the programs studied are at mid-career (ages 31-50). The mid-level, GS 13-15 group is relatively small at about 20-25% of the total. The average age of the mid-level group is approximately 48. Most mid-level careerists occupy multifunctional positions requiring a breadth and depth of management skills. The remainder of the careerists, about 75-80%, are at grade GS 12 or below and in highly specialized jobs.

The majority of Army professionals plateau early (within seven years) at the GS 11 or 12 level rather than at the GS 13 level as

originally hypothesized. By mid-career most are locked into their primary occupational specialty and find it difficult to impossible to make an occupational change at mid-level even for a lateral developmental assignment.

STATEMENT OF CONCLUSIONS

1. Occupational and geographical mobility are believed to decline during mid-career for a number of very logical social, biological, and psychological reasons. The notion that Federal civil servants start their careers in one place and end them there is a myth insofar as Army careerists are concerned. About 20-40% of the mid-level careerists have worked at five or more installations during their careers. Occupationally mid-level careerists have qualified in two or more specialties in the programs studied but become highly specialized within one major functional area of their career programs rather than becoming generalist managers adaptable to moving between major functional areas.

2. Mobility, including geographical, occupational, organizational and role, has been and will continue to be a major personnel problem for the management and the careerist. Innovative solutions are needed which consider adult career development stages, including the age and family factors. Within the large metropolitan area of Washington where 25 to 35% of all the GS 13-15 jobs are located, much more could be done to increase mobility within the commuting area.

3. Civilian personnel policies were found to be facilitative of occupational, geographic, and organizational change for mid-level high potential careerists who are on the manager/generalist career track. However, development is found to be facilitated only within the career program and not between career programs. Practically no use was being made of planned rotational assignments, job exchanges at the same grade level and cross training between career programs as is envisioned by the DOD Training Agreement authority.

4. Opportunities for occupational change at mid-career are limited due to line managers' preference in selecting personnel with highly specialized experience over those individuals who have demonstrated high ability and desire to learn a new or functional or occupational area. Another formidable barrier is the lack of geographic mobility on the part of careerists for lateral assignments for developmental purposes.

5. Mid-career occupational change is feasible for but a few high potential mid-level careerists being groomed for Executive level positions from management viewpoint because of the training expense, the specialized role the Army expects of its civilians, and possible disruption of mission performances. Organizational and geographic mobility within the occupation are highly desirable. However, for careerists up to the GS 12 level, occupational change is highly desirable as a means of breaking out of narrow specialties to increase the individual's value to the organization and to enhance his own job satisfaction and career revitalization.

6. The quality and availability of career planning information including counseling, job information, career patterns, needs improvement. A new direction in career planning, characterized by concern for the employee and giving him more control over the future is needed. Careerists and supervisors need technical assistance in how to conduct a periodic assessment of career progress, setting goals, and increasing motivation and productivity.

7. Most Army Career Programs are not providing the plateaued, hard-working careerists with sufficient real opportunities for growth through lateral reassignment on a periodic basis to develop their careers.

8. Key management and personnel officials do not appear to be aware or sensitive to the organization's responsibility for providing for the special needs of careerists during the mid-career period.

9. Career stagnation appears as an emerging personnel problem in the continuing employment drawdown environment. Mid-level management is finding that rewards and satisfactions are not as great in a contracting organization as in an expanding one. Innovative measures are needed to provide revitalization of the aging career force.

10. Civilian Personnel information systems at all levels--Army, DOD, and Office of Personnel Management--were inadequate in providing relevant mobility and trend data for mid-level careerists. Occupational, geographic and organizational mobility data should be made available to personnel policy officials periodically. The existing demographic data on civilians is not very useful for evaluating changes to policies.

RECOMMENDATIONS

1. Provide career counseling and assist careerists in finding second careers within the Federal government.
2. Subsidize a limited number of GS 14-15 careerists in transitioning to second careers outside the Federal government whose departure would require a chain of promotions or reassessments (especially during periods of Federal employment drawdowns).
3. Provide a minimum of one career revitalization opportunity, such as technical updates, job exchange, planned job rotation, or cross series training to each mid-level careerist periodically (every 4 to 6 years).
4. Provide mid-level careerists on the Army General and Special Staffs a minimum of one opportunity periodically (every 3 to 6 years) to move laterally off the Staff into a new functional/organizational environment within or outside the Washington, DC commuting area.
5. Authorize financial and other incentives to encourage geographic mobility including payment of full moving costs, guaranteed return rights to comparable positions and location at same grade after a period of three to four years.
6. Initiate career planning workshops for GS 13-15 military and civilian managers with 15 years of Federal experience as means of sensitizing them to mid-career issues, new self-assessment techniques, counseling and individual development opportunities.

7. Provide improved career planning information and make counseling assistance available to careerists at the critical stages of development (8 and 15 years of experience).

8. Authorize a comprehensive study of all aspects of career mobility for all careerists in all Army career programs to determine the most feasible occupational, geographic and organizational mobility patterns at each stage of the career cycle to insure optimum motivation and productivity.

9. Improve the procedures for identifying high potential managers early in their careers using management assessment center techniques.

10. Investigate the Army Officer Career Counseling and Job Information System for possible adaption to the Army Civilian Career Management System.

11. Initiate action to insure that the Manpower Civilian Career Program in Army and those to be developed in Air Force and Navy, interface with the same occupational series used by OSD (MRA&L).

12. Develop a proposal recommending amending the Government Employees Training Act of 1958 to provide tuition assistance to careerists in pursuit of advanced degrees which are related to career program objectives.

13. Encourage and provide assistance in achieving more occupational and organizational mobility between related career fields at and below the GS 12 level for those careerists who have demonstrated exceptional ability and interest.

14. Encourage careerists to take more initiative in the career life planning process including periodic self-assessment with professional assistance.

FUTURE IMPLICATIONS

The Mid-career Change Study findings are exploratory and suggest that additional research is needed into how this trend can be used to increase motivation and productivity. One aspect which needs investigation is the extent to which career mobility will benefit both the organization and individual during the mid- and late career periods. It is hypothesized that both the individual and organization goals will be furthered if less emphasis is placed on geographical movement and greater central direction is provided to assist careerists with organizational moves within the commuting area.

While the Study focused on GS 13-15 careerists, there is some evidence that career stagnation problems may be even more serious for GS 12 level employees in some highly specialized occupations, like psychologists and statisticians.

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ANNEX A

ARMY
FUNCTIONAL CHIEFS' REPRESENTATIVES PERCEPTIONS
OF MID-CAREER OCCUPATIONAL CHANGE

Interview Questions	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MRA&L Career Development
1. Need for Army to provide facilitative experience (workshops, training, counseling, education) for talented mid-level careerists who are passing through the mid life transition. (Ages 35-45)? (No need is 1, Great need is 7)	7	2	6
2. Is there any evidence that mid-level careerists are considering or actually changing their occupational specialties?	No. infrequency of promotions is a problem	Some, restlessness, want promotions, change	Yes 20% No
3. Is mid-career crises a problem in the Army?	No	No	Not in DOD either
4. Most Army careerists tend to:			
a. plateau at GS 13 level early in their careers	Disagree	Most plateau at GS 12	Agree in OSD
b. find few job opportunities for laterally broadening work experiences	Disagree	Disagree	Disagree lots of opportunities
c. find themselves locked into one narrow occupational specialty by mid-career	Agree	Disagree	Yes but not narrow
d. stay in same job within same functional area	Agree	Disagree	No
e. remain with one agency within same department	Agree	Agree	Agree

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MR&L Career Development
5. Should personnel policies assist careerists in finding second careers within federal government?	Yes	Yes If funds are available; meet mgmt requirements	Yes Some	
6. Deleted				
7. How easy or difficult would it be for a mid-career GS 13-15 to make a voluntary change to a related occupation within DOD?				
a. Easy	X		GS 13	
b. Difficult				
c. Highly unlikely	X		GS 14 & 15	
d. Impossible				
8. On a scale of 1-10, what would be the most formidable barrier that a mid-career changer would encounter? (10 is most formidable)				
a. too few mid-level jobs available	7	5	7	
b. line managers preference for highly specialized careerists who have required training and experience	8	10	7	
c. difficulty in acquiring information about jobs outside career field and making contacts	2	8	5	
d. lack of geographic mobility	7	5	8	

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MR&L Career Development
9. If you were counseling a mid-careerist, which pattern would you advocate to maximize his or her potential for advancement?				
a. Spend the remainder of career in current occupational specialty interspersed with several broadening educational and short term related occupational series changes or;	X		GS 13 only X	
b. Change to a related occupational series or career field with more career potential and continue until retirement; or		X		
c. Develop a plan to obtain expertise and competence in two related occupational specialties consecutively over the next 15 years. (For example, civilian or military personnel, program analyst, or budget analyst.				
d. Other				
10. If a DA civilian wishes to actively prepare for a senior executive level position, what would you advise him/her to do?				
a. specialize in one functional area	First 1			
b. get reassigned to more than one occupational specialty within career field	then 2	1	X	
c. get developmental assignment like IPA or Private industry exchange programs	plus inter-agency assignments	2	Diversity & mobility	
d. other				

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MRA&L Career Development
11. Which personnel policies do you view as Enhancing (E) or Inhibiting (I) mid-career occupational changes?				
a. Lateral reassessments between occupational or sub-functional areas within a career program	E	E	E	E
b. Training across occupational lines and rotational assignments CPR 410.11 (DOD-Wide Training Agreement-Key Personnel)	E	E	E	E
c. Training policy and upward mobility (CPR 410.1)	E	E	I	E
d. Long-Term Training (CPR 410-S) (CPR 410-U)	E	E	I	I
e. Absence in the Government Employees Training Act of specific authority to fund civilian education for other than performance of official duties	I	I	I	I
f. Retraining of career employees (CPR 410.12)	E	E	E	E
g. Equal Employment Opportunity Program (CPR 713)	E	E	I	E
h. Reassessments which cross career program lines	E	I	E	E

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MR&CL Career Development
i. Army Career Programs Appraisal (SKAP and Individual Development Plan)	E	E	E	E
j. Temporary reassignments, promotion or lateral up to one year	E	E	E	E
k. Lateral details/or details to higher grade positions	E	E	E	E
l. Details to unclassified positions up to 120 days	E	E	I	I
m. Civilian Career Program Fellowships (CPR 410H) (High Potential Careerists)	E	E	E	E
n. Executive Development/High Potential Program (CPR 412)	E	E	E	E
o. Intergovernmental Personnel Act (IPA) (CPR 410B)	E	E	I	I
p. Reassignment to lower grade voluntarily without loss of pay	I	I	I	I
q. Specialized experience qualifications requirements (X118)	I	I	I	I
r. Parochial interests of Career Programs	I	I	I	I

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MR&EL Career Development
12. Would MACOM HEADQUARTERS or HQDA Staff organizations be more effective if more careerists at the mid-level participated in planned job rotation assignments within their present commuting area?	Yes	Yes Large Federal Employing Areas	No	N/A
13. In the context of cross training for high level staff positions, which job rotation assignments would be most beneficial for organization (O) or individual (I)?				
	-Different job, same occupational series and career program	O+I	O+I	N/A
	-Different job in related but different occupational series within the same career program	O+I	O+I	N/A
	-Different job, in related career field but different series	O+I	O+I	N/A
	-Other			N/A
14. What are the major factors which you think inhibit personnel in your career field from engaging in rotational assignments? Rank order				
	-Not being geographically mobile because of family or personal reasons	1	2	Major
	-Unwilling to leave present job because it is interesting	2	3	

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MRA&L Career Development
-Fear of being displaced or getting out of touch while away	4	4		Minor
-Rewards in promotions, awards, good assignments do not justify risks	5	5		Major
-Not wanting to move to higher cost of living area at same pay level	3	1		
-Other				
15. Current personnel policies imply that the civilian personnel system is an open one and that there is opportunity for entry at the mid-level. What chance of success would a qualified careerist have of obtaining an Army job at the GS 13, GS 14, or GS 15 level from:				
	-Navy Secretariat/OPNAV	very slight	moderate	possible
	-Air Staff	very slight	moderate	possible
	-Headquarters other DOD Agencies	very slight	moderate	possible
	-Private Corporation	very slight	very slight	not any
16. Has any mid-career professional from outside the Army ever been selected for a mid-level position within the last 10 years?				
	-None that I know of			N/A
	-Few, if any	few		N/A
	-Other		many	N/A

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MR&L Career Development
<u>Breaking Out</u>				
17. How does a mid-level DA civilian "break out" and either start a new or related career or redirect his present career?				Waste of time
a. Register in a related career program within DOD	X			
b. Search for jobs in other DOD and Federal agencies on his own	X			Best
c. Use one of the self assessment techniques to determine what jobs he would be most competitive in	X			
d. Answer want ads (for outside federal government)	X			
e. Seek professional counseling outside government				
18. If a civilian careerist perceives at mid-career that he or she is in a dead end position or an occupational series with limited chance for advancement, what should he or she do to effect such a change?				
a. Request supervisor to approve a training agreement to a related position	X			
b. Develop job options		X		

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MRA&L Career Development
c. Acquire more education and training	X			2nd Best
d. Request developmental assignment via Executive Development Program	X			
e. Arrange with another employee a job swap at same grade which is mutually advantageous to employees and management	X (Good but not used)	X Management Approval		Unlikely
<u>Career Options</u>				
19. Which of the following occupational series sub-functional areas are closely enough related by virtue of transferability of skills, similar qualification requirements, etc. to permit mid-career change at HQDA at the GS 13, 14, or 15 levels?				
From: GS 343- Manpower Management To: (Allocation, Requirements, Standards) (DAPR-MBA)				
GS 201- Training & Career Management (DAPE-CPC)	X		No	
GS 235- Executive Development (DAPE-CPC)	X		No	
GS 221- Senior Executive Service (DAPE-CPP)	No		X	
GS 221- Avg Civ Grade Control (DAPE-CPP)	No		X	
GS 212- Reduction in Force Policy (DAPE-CPS)	X		No	
GS 343- Management Practices (DACA-MP)	X			
GS 345- Program Analysis & Evaluation (DACS-DPZ)	X		X	

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MRA&L Career Development
GS 560- Budget Anal Personnel Cost Analysis Force Estimation (DACA-BUR)	X			
GS 180- Psychologist (Behaviorial Studies) (PERI)	No			
GS 1515- Operations Research (Manpower Programs) (DAPF-MBM)	X			
20. What is the maximum amount of time a mid-level careerist should stay on the same job before he or she loses the necessary vitality and effectiveness?	How many years (range) (overall)	4-7	3-5	3-4 5-6 7-10
	GS 13			
	GS 14			
	GS 15			
21. Would you favor a more highly centralized approach to management and executive development similar to DARCOMS Material Acquisition and Readiness Executive Development Program (MARED) within your career field?	Yes	No	Both-early and late	Both-more early on
22. Rotational assignments would be more beneficial if given to personnel early rather than late in their careers?	early — late — both — Why?	Why?	Yes	Yes
23. Would you favor special financial incentives or other means to encourage careerists to take broadening assignments requiring moves from one geographical area to another? (involving occupational change)	Yes — No — Other means	Other means	Yes	Yes

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MR&L Career Development
24. The Civil Service Reform Act encourages Sabbaticals for senior level civilians at mid-career. Will use of Sabbaticals be increased in your particular field?	Do not use Would use if replacement provided	Yes		Disagree not feasible to require
25. One of the best and most feasible ways of revitalizing and motivating careerists who have plateaued (not been promoted for 5 or 6 years) would be to <u>require</u> that they participate in a centrally planned program of job exchange or rotation and/or educational development within their commuting area.	Agree but not mandatory or forced	Agree but would not require mobility agreements for highly qualified personnel		
	— agree — disagree — Why?			
26. Do you believe that DA management has any responsibility toward assisting careerists to "break out" of dead end jobs in which they have become trapped and both the supervisor and the employee are unhappy?		Yes when not employees fault	Yes if employee has potential	
	a. yes Should provide assistance including educational training for a job outside the Federal government if that is the answer. (would require law change)			
	b. No Should not spend resources to create non-members of the workforce		No should not be dumping	
132	27. How would you rank (in terms of effectiveness) each of the following specific career revitalization programs with respect to the individual and the organization? (one-least effective, 10-most effective)			

ANNEX A (CONTINUED)

Interview Questions	Manpower & Force Management	Civilian Personnel Administration	Comptroller and Cost Analysis	OSD & MRA&L Career Development
a. Long Term Training (Senior Service Schools)	6	7	6	
b. Job Rotation within the commuting area	8	9	6	
c. Cross series training	8	8	7	
d. Mid-Career change to different occupational series when desired by employee	8	4	4	
e. Job Enrichment	9	2	7	
f. Professional Up Date (Sabbatical)	8	8	4	
g. Job Rotation outside the commuting area	9	9	7	
h. Other				N/A
28. Do you believe that Federal personnel policies should be more facilitative for <u>voluntary</u> mid-career change?		More facilitative	discourage	Why?
		more facilitative	discourage	Why?
29. To what extent will military managers be supportive or non-supportive of civilians interested in mid-career change?		No as supportive	Little support from military unwilling to and civilian sacrifice mission	N/A

**CAREER PROGRAM ADMINISTRATORS PERCEPTIONS
OF MID-CAREER OCCUPATIONAL CHANGE**

<u>Interview Questions</u>	<u>Civilian Personnel Administration</u>	<u>Manpower and Force Management</u>	<u>Comptroller and Cost Analyst</u>
<u>Career Planning</u>			
1. Does your career program have a published policy document with the following information?			
a) Road map guide in chart form for use by individual careerists, supervisors, and screening panels in career planning.	Draft in process	Yes	Yes
b) Identification of typical operating and staff assignments in the career field.	Yes	Yes	Yes
c) Coverage of qualification aspects of typical developmental (lateral) assignments in multi-series career fields.	No	Yes	Yes
d) Identification of normal training requirements (specialized and management) to meet the optimum level of SKAP characteristics desired at various career stages.	Yes	Yes	Yes
e) Civilian Personnel /Regulation Implementing CPR 950-1	CPR 950-26 Needs updating	CPR 950-10 Proposed Revision May 1979	CPR 950-11 Proposed Rev Feb 79
2. Career planning and development is basically the responsibility of the employee. Do you believe that careerists are provided adequate information to develop viable Individual Development Career Plans at the appropriate times in their careers? (Circle one)			
Less Than 1 2	Adequate 3 4	More Than 5 6 7	3 4 for GS 12- 6 for GS 13+
3			

ANNEX B (CONTINUED)

Interview Questions	Civilian Personnel Administration	Manpower and Force Management	Comptroller and Cost Analyst
3. What career information does (D), does not (DN) or should (S) your career program make available to mid-career employees to help them plan?	S DN DN D	D DN DN D	D* DN DN D*
a) Identify specific target jobs b) Self assessment techniques c) Promotion rates d) Essential qualification requirements for specific jobs	S DN DN D	DN DN DN DN	DN DN DN DN
e) Number of jobs at each grade level f) Related positions in other occupations g) Analysis of promotional opportunities h) Career Planning Workshops for careerists i) Jobs expected to be available and special requirements	DN DN DN DN	DN DN DN DN	S DN DN D DN
			*In proposed revision to CPR 950-11
4. Which personnel would be the most (M) or least (L) qualified to counsel members on mid-life career issues:	L M L M	L M L M	L M M M
a) Military supervisors b) Civilian supervisors c) Activity Career Program Managers d) CPO Staffing Specialists	L M L M	L M L M	L M M M
			<u>Mobility and Job Rotation</u>
5. If you had to generalize about the degree of geographic job mobility, what percent of the mid-level careerists would you estimate in the following categories: Lateral (L) Promotion (P)	Highly mobile at GS13 (L) (P) 40% (L) (P)	20% (L) (P) 30% (L) (P) 40% (L) (P)	10% (L) (P) 10% (L) (P) 60% (P) 35% (L) 65% (P)
a) Anywhere in CONUS or OCONUS b) CONUS ONLY anywhere c) Selective CONUS and OCONUS d) Within present commuting area only	60% (L) (P) 40% (L) (P) 30% (L) (P) 20% (L) (P)	80% (L) (P) 60% (L) (P) 30% (L) (P) 20% (L) (P)	

ANNEX B (CONTINUED)

Interview Questions	Manpower and Force Management	Civilian Personnel Administration	Comptroller and Cost Analyst
6. How many of your key personnel at mid-level have or now are participating in planned rotational assignments under training agreements? _____	0	2	0
7. How many manpower spaces has your career program been allocated for Training Agreements/Fellowships FY 79? _____ number FY 80 _____ number	DNK	FY 79 2 FY 80 2	FY 79 6 FY 80 6
8. Which of the following criteria applies to those careerists selected to participate in the Executive Development Program (EDP)? GS 13-15	Note A	No	No
a) Full geographic mobility (sign a mobility agreement)	Yes	No	No
b) Planned job rotation through progressively responsible assignments	No	Yes	No
c) More than one occupational series required	Yes	Yes*	Yes*
d) Other	No	*Comptroller Deputy Comptroller only	

Note A

Mobility: Geographic mobility is a problem. Difficult to get GS 12 to come to Washington, DC for a promotion, or GS 12's to move from one installation to another for a lateral developmental experience.

ANNEX C
MID-CAREER CHANGERS
KEY DEMOGRAPHIC INFORMATION

Variable	1	2	3	4	5	6	7	8	9	10
1. Organization	Army	Army	Army	OSD	Army	Army	Navy	DOE	DHEW	Pres Council
2. Pres Series/Grade	343-13	560-15	560-15	205-15	212-13	201-14	343-15	345-14	301-15	W6PS 510-4
3. Career Program	Manpower	Compt	None	Civ Pers	Civ Pers	Compt	None	None	None	None
4. Yrs Fed Svc	19	25	25(23/72)	15(11/4)	17	20	28	11	6	11
5. Yrs Army Civ	12	23	18	9	12	19	N/A	N/A	N/A	N/A
6. Yrs Current	2 mo	3	4	11	5	1	DNA	5	2	11
7. Yrs Pres Job	2 mo	3	4	2	3	1	1	2	2	2 mos
8. Yrs to GS 13	4	6	7	5	15	8	12	4	N/A	4
9. Yrs at Pres Grade	9	11	10	1	2	4	12	5	3	1 mo
10. Army Exec Dev Grp	DNA	Yes	No	No	Yes	N/A	N/A	N/A	N/A	N/A
11. OPM Exec Inven	N/A	Yes	Yes	N/A	N/A	Yes	N/A	-	-	N/A
12. Last Series/Grade	1530-13	1515-15	110-14	205-14	201-12	201-13	301-15	510-13	301-14	504-13
13. Entry Series	1530	510	510	205	221	221	235	510	343-14	510
14. Other Series for Which Qualified	345	110	340	341	312	230	221	345	Entered at GS 14 201	334 345

ANNEX C
MID-CAREER CHANGERS QUESTIONNAIRE
GS 13-15

MAY 1979

QUESTION										
	1	2	3	4	5	6	7	8	9	10
Mobility and Job Rotation										
1. How many voluntary job changes have you made since promotion to GS 13? _____ lateral _____ verticle	1-L -	8-L 2-V	3-L 2-V	-	1-L -	4-L 1-V	2-L 2-V	0-L 1-V	1-L 1-V	1-L 1-V
2. How many of the above job changes involved:										
a. A new job classification series	1	4	2	-	1	1	2	1	-	1
b. A new function within the job classification series	1	4	2	1	1	2	2	-	1	1
c. A new Career Program	1	4	-	-	-	-	-	-	-	-
d. A new geographical area	1	-	-	-	-	5	-	1	-	-
3. How many different job classification series do you believe you have qualified for in your career to date:										
One _____ Two _____ Three _____ Four or more	4	4+	3	3	4+	3	4+	4+	3	4
4. What incentives would encourage you to seek a broadening lateral career change involving a second job classification series or different functional assignment?										
a. Government sponsored training	X	X	X	X	-	X	X	X	-	X
b. Opportunity for promotion	X	X	X	X	-	X	-	-	X	X
c. Grade and salary protection while obtaining qualifying specialized experience	X	X	-	X	-	X	-	-	X	X
d. Management commitment to give preference in promotions to those with broader occupational experience	-	-	-	X	X	-	-	-	X	-
e. Other	-	-	-	-	-	-	-	-	X	-

- a. No. 4 did not change occupation but moved up vertically in narrow specialty.
- b. No. 7 changed jobs 9 times in 28 years.
- c. Would not change series again.

CC-1

MID-CAREER CHANGERS QUESTIONNAIRE (CONT)
GS 13-15

MID-CAREER CHANGERS QUESTIONNAIRE (CONT)
GS 13-15

QUESTION	1	2	3	4	5	6	7	8	9	10
8. If you are not geographically mobile, what are the major reasons?										
a. family considerations	DNA	-	DNA	X	DNA	X	DNA	X	X	X
b. present job is challenging	-	-	-	-	-	-	-	-	-	X
c. financial	-	X	-	-	-	-	-	-	-	-
d. too close to retirement	-	-	-	-	-	-	-	-	-	-
e. other	-	-	-	-	-	-	-	-	-	-
9. I believe that there should be more cross-developmental assignments between certain related career fields like Personnel Administration, Manpower, Safety and Equal Employment Opportunity when it is the interest of both management and the employee.	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
10. I believe that certain qualified individuals should be encouraged to move at mid-career from the Manpower and Force Development Career Field to the Program Analyst positions in the Comptroller career field.	No	Yes	N/A	N/A						

Breaking Out

11. Have you ever attempted to try a second career inside or outside the Federal government?

_____ yes _____ no

12. Have you ever actively sought a lateral move to a new job in a related functional area?

_____ yes _____ no (Depended on career program to put me on a referral list)

DNA = Did Not Answer

CC-3

MID-CAREER CHANGERS QUESTIONNAIRE (CONT.)

G5 13-15

QUESTION	1	2	3	4	5	6	7	8	9	10
13. If you have been successful in changing careers, what barriers did you encounter and how did you overcome them? Explain	Lack of subj matter knowl OUT	CPO catch-22 End Run	Lack mgmt support Persisted	NA	Tests Ed qual.	None Lucky	Learn new area	No barriers	DNA	Lack of mgmt spt
14. If you could move to a new occupational work area within the Federal government, would you?	Yes — yes — no	If grade protected	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no
15. If you could retire early and begin a new second career outside the Federal government would you?	Yes — yes — no	Not before age 55	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no	Yes — yes — no
Career Planning										
16. I would prefer to have the mandatory formal training required for my professional development centrally programmed so that I will get the right type of training when I need it.	Yes	No	No	Yes	No	No	Yes	No	No	Yes
17. My supervisor is knowledgeable of the civilian career management system and which jobs in the Army would contribute the greatest benefit toward my advancement.	No	No	Yes	No	Yes	Yes	Yes	No	No	Yes
18. I have all the information that I need concerning jobs to which I might aspire, special qualifications and experience requirement, etc. so that I might prepare a viable career development plan.	No	No	Yes	No	Yes	Yes	Yes	No	No	No
19. Little or no assistance is provided to the individual careerist who has reached a dead end at mid-career. (Interest in providing developmental assignments that would revitalize him professionally)	No	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes

Career Planning

- | | | | | | | | | | | | |
|-----|--|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| 16. | I would prefer to have the mandatory formal training required for my professional development centrally programmed so that I will get the right type of training when I need it. | Yes | No | No | Yes | No | No | Yes | No | No | Yes |
| 17. | My supervisor is knowledgeable of the civilian career management system and which jobs in the Army would contribute the greatest benefit toward my advancement. | No | No | Yes | No | Yes | Yes | Yes | No | No | Yes |
| 18. | I have all the information that I need concerning jobs to which I might aspire, special qualifications and experience requirement, etc. so that I might prepare a viable career development plan. | No | No | Yes | No | Yes | Yes | Yes | No | No | No |
| 19. | Little or no assistance is provided to the individual careerist who has reached a dead end at mid-career. (Interest in providing developmental assignments that would revitalize him professionally) | No | Yes | Yes | Yes | No | Yes | Yes | Yes | Yes | Yes |

a. Only if significantly more money and greater challenge.

MID-CAREER CHANGERS QUESTIONNAIRE (CONT)
GS 13-15

QUESTION										
	1	2	3	4	5	6	7	8	9	10
20. I developed a realistic career plan with a target job in mind early on in my career and stuck with it.	No	Yes	No	Yes	No	Yes	No	Yes	No	No
21. My career program tends to reward me for remaining in one organization, one occupational specialty and one functional area for my entire career.	Yes	N/A	No	Yes	No	No	No	No	N/A	No
22. I receive virtually no encouragement or assistance in preparing myself for greater responsibility at the OSD and other agencies in DOD.	No	Yes	Yes	No	Yes	Yes	No	N/A	N/A	N/A
23. Did you develop a career plan with a target job in mind and follow it or did you end up in your present job by chance? (Drifting and irrelevant factors)	Yes	Yes	No	Yes	Yes	Both	Partial	Yes	No	No
24. Have you received assistance in career planning since you reached mid-career from: 142 _____ supervisor _____ career program manager _____ other	Yes	No	Yes	Supv 6 CPM	No	Yes	Supv CPM	Yes	Supv CPM	Out-side
25. At what year should careerists identify a second or third occupational career specialty?										
a. At 8 years like Army officers	X	X	X	X	X	X	X	X	DNA	X
b. At mid-career (15 years)	X		X							
26. Within your career program, does adherence to formalized career patterns (experience and training) appear to be:										
a. sporadic and almost incidental to success	X	X	X	X	-	a	N/A	X	X	X
b. carefully planned system of education and experience						X				

a. Some of both

ANNEX D

DOD-WIDE TRAINING AGREEMENT
FOR ROTATIONAL ASSIGNMENT

ANNEX E

CIVILIAN CAREER PROGRAM FELLOWSHIPS

APPENDIX H

Civilian Career Program Fellowships

1. PROGRAM OBJECTIVES.

- a. Provide high potential careerists with narrow, specialized backgrounds and with developmental assignments to obtain broader career field skills and management capability which will qualify them for key managerial positions.
- b. Provide a special opportunity for high potential careerists without substantial field operating experience to strengthen their field knowledge and operations management capability intended to help qualify them for later consideration for key managerial positions.

2. RESPONSIBILITIES.

- a. Career Program Functional Chiefs (or Representatives) will:
 - (1) Determine, in coordination with MACOM, overall Fellowship needs for the career program and request covering long-term training spaces and funds.
 - (2) Plan and monitor Fellowships and provide necessary technical guidance to MACOM career program managers.
 - (3) Identify, during DA screening panels (a) Fellowship candidates from among those nominated by MACOM and (b) additional high potential careerists who meet Fellowship criteria and should be provided an opportunity to compete for a Fellowship.
 - (4) Select Fellowship candidates from among those identified and recommended by DA screening panels or other means under the merit system.
 - (5) Select, in coordination with MACOM, training sites for the Fellowship.

(6) Approve Fellowship training plans and job descriptions prepared by the activity which will provide the training.

(7) Ensure that post-fellowship assignments are consistent with newly acquired knowledge, skills, and abilities, and career program staffing needs.

(8) Evaluate effectiveness of Fellowship programs through semi-annual progress reports, the final evaluation report and on-site visits by functional officials from MACOM or DA, as appropriate.

b. MACOM Career Program Managers (CPM) will:

(1) Review nominations for Fellowships normally submitted during the annual career and performance appraisal, identify other careerists, as appropriate, for submission to the DA screening panel, participate in competitive panel review of Fellowship candidates and submit top candidates to the DA screening panel.

(2) Review the training plan described in paragraph 5, and after approval of the Functional Chief, notify the activity where the Fellow will be assigned for training. Installations will be selected from among those with an effective functional program and a successful, interested career program manager with training capability. In some instances, the current employing activity or other activities in the commuting area may be the training site. An installation normally will not have more than one Fellow assigned at the same time in a career field.

c. Activity Career Program Managers will:

(1) Identify possible candidates for Fellowships during the career appraisal process and describe general objectives and recommend length on the individual development plan.

(2) Upon selection by DA Functional Chief (or Representative) prepare a detailed training plan in consultation with the servicing CPO, the Fellow and MACOM. The gaining activity will obtain approval of the Functional Chief.

(3) Evaluate progress of Fellows assigned to the activity in accomplishing the training plan and provide a copy of the narrative progress report at least semi-annually to the MACOM career program manager and the Functional Chief. The evaluation will include comments of the Fellow on training progress.

(4) Consult with the servicing civilian personnel office in overall administration of the Fellowship plan, including preparation of job descriptions.

d. Career Program Fellows will:

(1) Sign the training plan and mobility agreement upon being selected.

(2) Participate in all prescribed training courses, and perform assigned projects and responsibilities, making all reasonable efforts to meet requirements.

(3) Accept a job offer upon completion of the Fellowship, consistent with the mobility and training agreement and reassignment plan.

4. SELECTION CRITERIA AND PROCEDURES: The following general criteria and selection procedure will be followed:

a. Careerists will be at the GS 12-14 level, as appropriate.

b. There must be evidence of a valid need for careerists to gain additional experience and qualifications in other functional areas or in operational or field-type assignments, as stated in paragraph 1, above.

c. Careerists must have demonstrated talent and high potential for greater managerial responsibility as reflected in achievements and

ratings documented on career appraisals and individual development plans. In this regard, careerists must have been rated highly-qualified in their present functional area by the DA career screening panel (or MACOM for GS-12) and received high evaluations in career and performance appraisals.

d. Fellows will be assigned laterally to the activity which will provide the training, using an appropriately graded job description.

5. DEVELOPING INDIVIDUAL TRAINING PLANS.

a. Fellowship Program normally will comprise a 12-18 month training cycle; extensions to two years may be individually approved by the Functional Chief.

b. The Fellow will serve as a general assistant to the activity career program manager. A specific job description will be prepared by the gaining activity and will include assigned projects and special tasks of a productive nature which provide the type of developmental experience needed.

c. An individual training plan will be prepared by the gaining activity and will reflect areas of needed training and build-up of qualifications as documented on the career appraisal and individual development plan.

d. Provisions of the DOD Agreement for Rotational Assignments (CPR 410) will be observed when candidates do not otherwise meet minimum qualification requirements for Fellowship positions.

e. Further instructions on a training plan format will be contained in each CPR 950-1 supplement.

6. MOBILITY AGREEMENT.

As part of the selection procedure, each career program Fellow will be required to execute a formal mobility agreement based upon guidance contained in Appendix Y, CPR 300, Chapter 336. The agreement expresses the Fellow's intention to remain with the Department of the Army for a specified period of time upon completion of the program and to accept a job offer, including geographic relocation, consistent with the careerist's stated availability and MACOM and DA requirements. The extent of later mobility in the subsequent reassignment must be mutually determined and expressed in writing by the Fellow and the MACOM career program manager, with concurrence of the Functional Chief Representative. Areas for possible relocation should be extensive enough to support the expectation of key vacancies toward the end of the training period.

7. POST-FELLOWSHIP ASSIGNMENT.

a. Fellows will be assigned to an appropriate position consistent with newly acquired skills, knowledges and abilities, and career program staffing needs. As appropriate, reassignment may be effected under provisions of DA CPR 950-1.

b. The MACOM career program manager and DA Functional Chief will arrange for the next assignment upon completion of the program.

c. Failure to successfully complete the Fellowship will result in lateral reassignment to another position in the career program within commuting areas, if possible, consistent with the latest DA screening panel results.

8. EVALUATION OF THE FELLOWSHIP.

a. The activity career program manager will evaluate in writing the Fellow at least every 6 months, considering work and training achievements against the Fellowship Training Plan. The career appraisal form and SKAP elements relating to functional/specialized elements, program and SKAP elements relating to functional/specialized elements, program management, and general qualifications should be used in evaluating progress in meeting the requirements of the Training plan. The rating system described in the career appraisal should be followed to reflect the extent to which the Fellow achieved the desired level of accomplishment against the standard in each functional element.

b. A detailed evaluation report will be prepared by the activity career program manager 60-90 days before completion of the Fellowship., including how well the careerist completed the Fellowship Training Plan, an assessment of accomplishments and remaining training needs. This final evaluation will contain specific recommendations on subsequent assignment of the Fellow and an assessment of the overall value of the Fellowship assignment. This report will be completed with appropriate consultation with functional officials at the MACOM and DA level.

c. The activity career program manager will submit the report through MACOM career program manager to the DA Functional Chief, with a copy to the servicing civilian personnel office.

9. ASSIGNMENTS.

- a. The Functional Chief, in coordination with the concerned MACOM CPM, will complete arrangements for the follow-on assignment.
- b. An evaluation of the value of the Fellowship in terms of performance on the subsequent assignment will be prepared by the concerned MACOM CPM during the next annual career appraisal.

10. CAREER PROGRAM FELLOWSHIPS - OUTSIDE RECRUITMENT.

- a. As one means of broadening recruiting sources for quality staffing and/or for EEO purposes, management officials can recruit at MACOM (or below) referral levels from civil service registers on status applicants,, under CPR 950-1.6-12, 13. In certain cases, GS-301 position vacancy may be used and applicants may be placed on a functional-type training plan for a period of 6-12-18 months for full qualifications.
- b. The training plan can be based on the best phases of the pertinent DA intern program, with the objective of providing sufficient job experience and directly related training in the career field to qualify for management.
- c. Long-term training spaces can be obtained for such training programs. Authorities, responsibilities and procedure in this appendix can be modified to cover this situation.



MANPOWER,
RESERVE AFFAIRS
AND LOGISTICS

ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D.C. 20301

November 7, 1977

MEMORANDUM FOR See Distribution

SUBJECT: DoD-Wide Training Agreement for Rotational Assignment
for Development of Key Personnel of the Department of Defense

On October 28, 1977, the Civil Service Commission approved the extension of the DoD-wide Training Agreement for Rotational Assignment. Approval of the agreement is for a period of 2 years, ending October 28, 1970 and is subject to all restrictions appearing in FPM Chapter 271, Subchapter 7.

The enclosed CSC letter is your authority to enter eligible employees into the training program, assign them for training and to reassign and/or promote them in accordance with the provisions of this agreement and the employee's officially approved Individual Development Plan (IDP). In effecting position change under this agreement, the following notation should appear on the personnel action form: "U.S. CSC Special Training Agreement; ESS:EDU 5-2; October 28, 1977".

The approval extends only to the requirements and standards for selection and position change. It does not constitute either direct or implied agreement that the proposed training meets the requirements of Chapter 41, title 5, U.S. Code; Executive Order 11348; use of funds or other statutes or policies that are applicable in training.

It should be noted that although the agreement is essentially the same as previously approved agreements, a necessary change has been made which now clearly specifies the length of training requirements which must be met by program participants prior to reassignment and/or promotion to the target positions.

The purpose of the agreement is to supplement on-going efforts of DoD components to provide opportunities for systematically developing employees. It provides the DoD with greater needed flexibility to furnish employees, identified for purposes of career and executive development,

with other on-the-job experiences. This flexibility is intended to include all employees at the GS-9 through GS-18 levels. The agreement makes possible the assignment of employees across functional, DoD component and Federal agency lines for periods of six months up to three years in duration. These assignments, subject to post-audit, may be made without further negotiation with CSC established qualifications requirements of positions to which key employees are assigned under the provisions of the Agreement. The requirements of FPM Chapter 335-20.4-26(c) must be met in making assignments under the agreement leading to promotion. Funds will be budgeted for this purpose, taking into account activity Equal Employment Opportunity and Affirmative Action Plan requirements. It is intended that a manpower pool will be created through these rotational assignments from which key positions will be filled.

Your continued support of this program is appreciated.

Carroll Clewlow

CARL W. CLEWLOW
Deputy Assistant Secretary of Defense
(Civilian Personnel Policy)

Attachment

DISTRIBUTION LIST

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UNITED STATES CIVIL SERVICE COMMISSION
BUREAU OF RECRUITING AND EXAMINING
WASHINGTON, D.C. 20415

IN REPLY PLEASE REFER TO

ESS:EDU 5-2

YOUR REFERENCE

OCT 28 1977

OCT 8 1977

Mr. Carl W. Clelow
Deputy Assistant Secretary
of Defense
Civilian Personnel Policy
Department of Defense
Washington, D.C. 20301

Dear Mr. Clelow:

This refers to your request of August 2, 1977, for an extension of a DOD-Wide Training Agreement for the development of managers and key personnel in the Department of Defense. This agreement was last approved September 26, 1975, for a 2-year period.

Although your request is for an extension of this agreement, upon careful review of the provisions of this agreement, we have made necessary pen and ink changes which clearly specify the length of training requirements which must be met by program participants prior to reassignment and/or promotion to the target positions.

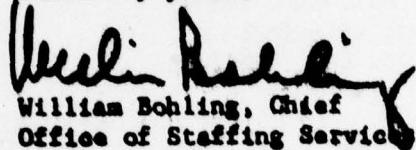
We find your training agreement, with pen and ink changes, meets the criteria for such programs as outlined in FPM chapter 271, sub-chapter 7. This letter is your authority to enter eligible employees into the training program, assign them for training, and to reassign and/or promote in accordance with the provisions of this agreement. In effecting position change under this agreement, the following notation should appear on the personnel action form: "U.S. CSC Special Training Agreement," followed by the file symbols and the date of this letter.

This approval extends only to the requirements, and the standards for selection and position change. It does not constitute either a direct or implied agreement that the proposed training meets the requirements of chapter 41, Title 5, U.S. Code; Executive Order 11348; use of funds; or other statutes or policies that may be

applicable in training. Approval of this agreement is for a period of 2 years from the date of this letter, unless revised or superseded at an earlier date and is subject to all the restrictions appearing in FPM chapter 271, subchapter 7.

Enclosed is a copy of your training agreement as approved. When the agreement is duplicated, please send us 50 copies of the printed agreement.

Sincerely yours,



William Bohling, Chief
Office of Staffing Services

Enclosure

**DOD-WIDE TRAINING AGREEMENT FOR
ROTATIONAL ASSIGNMENTS FOR DEVELOPMENT OF KEY
PERSONNEL OF THE DEPARTMENT OF DEFENSE**

Reasons for Training Agreement

The importance of developing key personnel through the use of planned rotational assignments is clearly established. A recent important study of the Department of Defense pointed out that not even the best organization and management procedures will improve the effectiveness of Defense operations unless qualified personnel are matched to the requirements of the jobs. This Training Agreement provides for a flexible, improved training program through rotational assignments (herein referred to as "assignments") which reduces rigidity at the higher levels to meet the requirements of a dynamic managerial structure. It is to be used for cross-training and development of key personnel at the middle, senior and executive levels (hereinafter to be referred to as "participants.") Participants in this program will have been identified as individuals with high potential under the provisions of a DoD civilian career program or FPM Supplement 305-1.

Purpose of the Training Agreement

The purpose of the Agreement is to provide each DoD component the authority, without further negotiations with the Civil Service Commission, to establish a Rotational Assignment Program (hereinafter referred to as "Program") designed (a) to increase the competence of high potential personnel by providing them with the opportunity to acquire additional knowledge and skills required by the occupational disciplines of their present line of work, needed knowledge and skills involving processes, techniques and systems in other related lines of work which cut across occupational lines, or to prepare them for managerial or executive responsibilities, and (b) to create a manpower pool from which well-qualified individuals can be selected strictly in accordance with merit promotion requirements for filling positions when actual vacancies arise at the senior and executive levels.

The following objectives are to be included in any program developed under the terms of the Agreement:

To provide a vehicle by which DoD employees, Grades 9 and above, may receive rotational assignments for development and training purposes and by which the provisions of DoD Instruction 1430.8, paragraph VII, C. 5.c., can be met.
(Such rotational assignments must be reflected in the Individual Development Plans required by FPM Supplement 305-1.

To develop incumbent and potential managers to meet the immediate and long-range documented needs for trained managerial replacements through the medium of temporary assignments with or between the military departments and Defense agencies (hereinafter referred to as DoD components), or between elements of the DoD components, other Federal agencies, state and local governments, and institutions of higher learning.

To provide for the planned movement of personnel from one assignment to another to impart a variety of managerial/technical skills and breadth of knowledge which will simultaneously improve the capability of the Department of Defense and its employees. Such assignments are to be designed to provide an appreciation and understanding of operations in operationally or occupationally related functions or other functional areas for which there is a need and the participants demonstrate potential for success. These rotational assignments will serve to enhance the performance of participants in their present series and also serve as a medium for qualification for reassignment, following successful completion of assignments in series other than the ones for which presently assigned. This may involve an exchange of individuals normally engaged in the same or occupationally or operationally related functions within and outside the agency.

To reinforce training and development programs described in the DoD civilian career programs with practical experience which will accelerate the professional maturity of DoD's career employees and attain the objectives set forth in FPM Supplement 305-1.

Position Coverage

A Program developed under the Agreement will provide for assignment of DoD personnel in all series, Grades GS-9 and higher. All rotational

assignments will be made in grade. Normally, in cases where exchange of employees is involved, both employees in any assignment will be of equal grade. However, assignments can be made to organizations which cannot reciprocate in an exchange on a one-to-one basis. In each case, the duties to be performed must be described and a classification title, series and grade level assigned (where exchanges are involved, the respective position description will suffice). Employees selected for participation in this Program will be assigned duties for which there is a need and the nominees demonstrate potential for success. Candidates may be assigned to any position for purposes of training and development, but no candidate is eligible for placement at the conclusion of the program in a position which has positive education or professional requirements unless the candidate meets those specific requirements established by U.S. Civil Service Handbook X-118, Qualification Standards. (See page 8 under Placement Upon Completion of Program) For personnel and payroll purposes, participants may continue to occupy the official position from which they are exchanged or assigned. Appropriate documentation is to be prepared for each rotational assignment.

Method of Selecting Participants

Recognizing the importance of the selection and appraisal processes in relation to any program for the development of managers, DoD components will use a career appraisal process that meets the requirements of the merit promotion program of the participating DoD component. Care will be taken to assure that the individuals selected possess the essential basic skills and demonstrate high potential for advancement so as to give reasonable assurance of success in their proposed assignments. Selection determinations are a managerial responsibility and must be made in accordance with merit promotion principles. When applicable, they are also subject to the requirements of FPM Supplement 305-1.

Outline of Training to Be Provided in a Program

The training and development and the work experience of the interested and qualified employee will be reinforced with practical experience. This practical experience will be acquired through assignment of personnel within or between DoD components or between DoD components and other Government agencies. Assignments will be negotiated for periods of time of not less than six months or more than three years. In any instance in which assignment to higher level duties is found necessary, the assignment may not exceed 240 calendar days. Similarly, assignment to lower level duties may be made for short periods of time but in no case in excess of 180 calendar days.

Individual training plans will be developed stating the relationship of the exchange or rotational assignment to the employee's present duties and the benefits to accrue to the individual and to DoD component mission accomplishment as a result of the assignment. The individual development plan must be prepared before the time of the individual's selection (or shortly thereafter). It must be career goal oriented, and must (1) specify the skills, knowledges and abilities to be acquired or sharpened to achieve maximum effectiveness in the position and ultimately in the attainment of individual career goal(s) (2) contain a schedule of appropriate developmental assignments and training designed to meet these individual needs and career goal(s), and (3) be approved by the individual's immediate supervisor and in the case of individuals trained under the requirements of FPM Supplement 305-1, be approved by the Executive Manpower Management Officer (or equivalent). The individual development plan will be detailed enough to assure that the training to be accomplished during the period of the assignment includes an in-depth orientation concerning the employee's new work assignment function, followed by a period of actual on-the-job training supplemented by appropriate formal related training necessary to acquaint the participant with new procedures and concepts, and to equip the participant to undertake increased managerial or executive responsibilities. The individual development plan will include a summary of the plan for utilization of the participant and the newly-acquired skills and knowledge following the assignment. These will be prepared prior to the beginning of the actual assignment. They will be a factor in the negotiation for the assignment undertaken by the chief of the functional elements employing the participants. Each functional element chief will receive guidance and assistance in these negotiations from the Civilian Personnel Officer. Copies of the training plan will be provided each participant, each supervisor involved, and the Civilian Personnel Officer(s). Although individual development plans developed under this Agreement do not require U.S. Civil Service Commission approval prior to the assignment, a copy will be filed in each participant's Official Personnel Folder to be available to survey inspection teams.

Upon completion of the assignment period, the participants will return to their positions of record.

Personnel Actions During the Program

During the course of the assignment, participants should be considered for any promotion or reassignment for which they would normally be considered. If promotion or reassignment results, the participant may continue the Program for the balance of the assignment or the assignment may be terminated; specific disposition is a management decision to be decided collectively by the supervisors involved.

Length of Training

Before reassignment and/or promotion to a specific target position at GS-15 and below can be effected, all participants must make up the difference in qualifications from what they bring into the program and the qualifications required (whether general experience or specialized experience or both) for the target position as published in Handbook X-118; training time to make up the difference in such qualifications may then be credited at the rate of one month of training for two months of experience under the terms of this training agreement. In other words, if the target position requires three years of general experience and three years of specialized experience and the employee has no creditable specialized experience, he/she would then need as a minimum, eighteen months of accelerated training (all of which must be specialized experience) under the terms of this approved training agreement before movement is made into the target position.

If the employee is at or above the journeyman level of the target position, and has experience in related fields he/she need not meet the full specialized experience requirement but may instead be given training needed to qualify under the General Amendment for Crediting Specialized Experience, described in Part II of Handbook X-118. This amendment permits acceptance of closely related experience as specialized, provided the employee has demonstrated journeyman competence in the target occupation. Training to be used to qualify under the General Amendment should total at least one year.

For assignment and/or promotion to a specific target position at the GS-16 level, the requirements of FPM Supplement 305-1 must be adhered to.

Placement upon Completion of Program

Upon completion of the Program, participants may return to their normal duties, or may be reassigned or promoted in accordance with previously prescribed and DoD component approved plans. While promotion may not necessarily result upon successful completion of the Program, successful completion will be considered a significant merit factor in considering these participants for advancement to positions of increased responsibility.

Flexibility Provisions

When evaluation of the participant's progress and/or background of training and experience indicates that it is necessary, the individual development plans which were prepared during the assignment negotiation may be modified to assure that supplemental formal related training may

be scheduled, or may otherwise be modified to meet his/her developmental needs. The assignment period may be extended for not more than four months if the attainment of the prescribed skill has not been achieved during the period prescribed in the individual development plan. Assignments may be terminated by the officials responsible for the Program, and the participants involved in the assignments returned to their normal assignments when it is determined that such termination is in the best interest of the Department of Defense. All changes in the individual development plans must be made a part of the participant's training records.

Officials Responsible for the Program

The head of each DoD component is responsible for the Program and has delegated responsibility for program direction, control and guidance to appropriate directors of civilian personnel of each of the DoD components. Control of the Program at the local level will be maintained through analysis of progress reports made by participating functional element, field activities, and other Department of Defense or other Government agencies. Within the DoD components, Program achievement will be analyzed through periodic surveys and as appropriate, on-site inspections by survey teams of the DoD complement Office of Civilian Personnel.

The Civilian Personnel Officers will maintain close liaison with the manager of the functional area(s) in which assignment training is being undertaken to assure that the participant receives the training necessary to accomplish the objectives of the Program. Periodic progress reports will be furnished as appropriate.

The DoD functional elements in which rotational assignment training is being undertaken will, in collaboration with the DoD component Civilian Personnel Offices, be responsible for coordinating and administering the Program within their functional areas, including: negotiation of rotational agreements with the assistance and guidance of the Civilian Personnel Officer; working closely with the participants and evaluating their progress; assuring that beneficial development is being gained through the work experience; and keeping the activity Commander and Civilian Personnel Officer advised of the participant's progress.

The head of each DoD component will issue policy and regulatory guidance concerning the administrative details to be considered in controlling the

Program. An agreement will be negotiated between the functional elements involved in the assignment of personnel that will provide for the specific details of the assignment. Such negotiation will be undertaken in accordance with procedures and guidance established by DoD component policy and regulatory instruction.

Evaluation of Participant's Progress

A special career appraisal of each participant's performance will be made by the participant's immediate supervisor and reviewed by the head of the functional area each three months. Each appraisal will be discussed with the participant and include plans for the further development of the employee's technical, managerial, or executive skills. The final appraisal and training record will be made a permanent part of each participant's Official Personnel Folder since it is a documented record of training and participation in the Program.